THE UNIVERSITY OF ALBERTA

THE SCHOOL ACT, 1970: A CASE STUDY OF PUBLIC POLICYMAKING IN EDUCATION

by

© Bryant L. Stringham

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ABSTRACT

The purpose of the study was to examine the record of events associated with the writing of the School Act, 1970 and analyze the processes employed in terms of recently developed conceptual frameworks for making public policy.

The conceptual frameworks against which the processes of writing the Act were viewed were drawn from the policy sciences, which consist of policy analysis, the design and identification of preferable policy alternatives; megapolicy, master policy; meta policy, policy on policymaking; and realization strategy, the study of ways and means to implement policy decisions. An additional area, viz., identification of implicit policy from ongoing activity is suggested as a fifth but basic concern of the policy sciences.

Examination of six specific policymaking models was undertaken which resulted in identification of five of the models as either structural or functional variants of the more comprehensive systems model. Amara's Framework, a systems view of policymaking and Lasswell's Contextual map, an operational way of identifying elements of a social system were employed as the analytical constructs from which to view the Alberta policymaking experience that writing the School Act portrays.

An operational definition of policy was derived from many sources which suggests that policy is a major guideline for future discretionary action. It is generalized, philosophically based, and implies an intention and pattern for taking action.

Five policies which are implicit in the Act were derived retrospectively using the methodology developed in the study. It was determined by a panel of participants in the rewriting activity that policies dealing with improved comprehensibility of the Act, increased local autonomy, reliance on negotiated agreements for resolution of local relationship problems, emphasis on individual rights and retention of Separate Schools under constitutional guarantees were implicitly addressed by the Committee but that prospectively derived policies concerning these policy issues were not made explicitly.

Writing the Act was presented both as a chronological narrative and in the form of a contextual map. Data was drawn from primary source materials in Department of Education files, periodicals, and newspaper accounts.

In comparing the activities associated with writing the Act and the conceptual frameworks presented in the study, several findings became apparent. The primary finding seemed to emerge that because a conceptual base was not formulated to guide the writing of the Act nor was there any attempt made to develop explicit policy statements, the similarities between the frameworks presented in the study and the reality that is reported were largely unintentional and probably accidental. It was the incremental model that seems to have been intuitively followed for it bears the greatest resemblance of any of the models to what actually transpired.

One can conclude that because the product has been relatively stable, incrementalism can perhaps be justified. On the other hand, the case is made that reliance on more rational methods of deriving policy has the promise of producing policy output in the future that may be better than current methods can produce.

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Chapter 1

THE PROBLEM AND ITS SIGNIFICANCE

Introduction

The School Act, 1970 was proclaimed on August 1, 1970, an event which marked the completion of twenty months of intense political action by those persons and groups who influence the direction of education in the Province. The antecedent events to the actual writing of the Act, the decision to proceed and the processes utilized in the writing, legal drafting and passing of the Act can be characterized as policymaking activities. Queries about the adequacy of the processes used, the apparent absence of a philosophical framework upon which the School Act rested, and the time spent on the project were raised at the beginning of the rewriting activity and seem to remain, for questions about the future intent of government respecting certain educational policy issues addressed in the Act continue to be asked. It therefore seemed appropriate to subject the records of the event to systematic analysis in an effort to judge more accurately the adequacy of the processes used in creating a product that has policy implications which may still be in need of modification.

It was the purpose of this study to examine the events referred to, analyze the processes associated with the writing of the Act, and survey the setting in which it was written. The viewpoint adopted was the Policy Sciences, a new supra-discipline employing unique paradigms from which an improved understanding of policy and policymaking may be gained (Lasswell, 1971a and Dror, 1971a).

Statement of the Problem

The problem upon which this study focused may be stated as follows: to examine and analyze the events associated with the writing of The School Act, 1970 in terms of recently developed theoretical frameworks for understanding the processes of public policymaking.

Sub-Problems

1. Does application of Dye's (1972) six models of public policymaking and Amara's (1972) framework to the writing of The School Act, 1970 provide insights into processes of policy formulation and identification?

(a) What are the five major policy issues that can be identified in the Act?

(b) How were the policies associated with the five issues formulated and derived?

2. Does application of Lasswell's construct of contextual mapping to the policymaking process that characterized the writing of The School Act, 1970 provide useful insights for policymakers?

(a) Who were the effective participants influencing the writing that identified major issues?

(b) What goals were held by the participants?

(c) What perspectives were held by the participants?

(d) What situational factors modified the perspectives of the participants?

(e) What identifiable basic value positions were held by the participants?

(f) How did value positions influence the writing process?

(g) What social forces influenced the writing of the Act?

(h) What strategies were employed by the participants?

(i) How did the varying strategies influence the writing process?

(j) What were the immediate outcomes of the writing process?

(k) What effects did the outcomes of the writing process have on the new Act?

(l) What were the immediate implications of the writing process (i) for the policy sciences? (ii) for educational policymaking in Alberta?

(m) What were the future implications of the process (i) for the policy sciences? (ii) for educational policymaking in Alberta?

Significance of the Problem

The significance of a study of public educational policymaking in Alberta as manifest in the process of writing the School Act can be demonstrated from two perspectives:

1. The study makes a significant application of concepts drawn from the policy sciences and attempts to contribute to further development in that field of knowledge.

2. The study makes a significant contribution to the understanding of educational policymakers in Alberta of:

(a) one way educational policy has been made;

(b) the adequacy of educational policymaking that characterized the writing of the Act; and

(c) conceptual frameworks against which historical practices can be evaluated and future policymaking can be modelled.

The first perspective can be illustrated by an examination of the work of Dye (1972). He suggests that public policies (which include the type of educational policies addressed in writing the Act) should be studied for purely scientific reasons, for professional reasons, and for political reasons (Dye, 1972:4). Interpolating from his description, a number of scientific, professional, and political reasons can be advanced for conducting the study.

Scientific Reasons

Obtaining an understanding of possible causes and consequences of those policy decisions taken in establishing the new Act improves knowledge in a systematic manner. In conducting the study, improved understanding through systematic analysis of the linkages and interactions between environmental forces and public policy formation were obtained which may contribute to the breadth, significance, reliability, and theoretical development of social science generally and policy sciences specifically. The study has attempted to analyze the implications of certain conceptual developments in the field of policy sciences and apply them to an experience in policymaking with the expectation that recommendations for improvement of the processes employed in the writing of legislation can be effected in the future. It can thus be considered to be both scientific and policy sciences oriented.

Professional Reasons

Dye suggests that public policies can be studied for professional reasons (Dye, 1972:4). This statement seems to apply equally well to the study of public educational policies and their development. The professional educator can achieve improved understanding of possible causes and consequences of public educational policymaking and their contents by systematic study which seems to have the potential to facilitate application of the knowledge gained to the solution of sequential policy problems. The assumption is that if the professional educator understands the forces, structures, and processes that shape educational policy, he can infer better ways of acting to create more appropriate policies and achieve goals. For Dye, "policy studies can produce professional advice, in terms of 'if..., then...' statements, about how to achieve desired goals (Dye, 1972:4)."

For professional policymakers in education then, whether they hold policy veto power or are classed as policy planners and executors, (Gulick, 1937) greater knowledge of policy sciences concepts will enable keener insights into the nature of policymaking tasks and thus facilitate better performance in senior professional positions. This applies to political incumbents as well as to their advisors, for it is the quality of the recommendations and decisions of both of these groups of professional educational policymakers that determine the quality of the policies that direct educational institutions.

Political Reasons

Within government, the political dimension is perhaps the most immediate reason given for studying policy matters. Systematic policy studies of both the process of policymaking and the analysis of policy issues can provide guidance to politicians in making "right" policies in the "right" manner to achieve the "right" goals. This is Dye's position and it seems to apply directly to the educational scene. Dye suggests that policy studies are an aide to informed political discussion and to advancement of the level of political awareness which may improve the quality of public policy (Dye, 1972:4). In the field of education there seems to be a need to increase public awareness of the functioning of those processes. This study attempted to shed some light on these issues as they are seen in the development of the School Act.

The second perspective from which significance is viewed perhaps needs less elaboration. It appears to be evident that the study provides insight into one way educational policy has been made in Alberta. The problem of judging adequacy of the processes used, however, is more complex, and relates closely to the third portion of the second perspective mentioned, i.e., to the conceptual frameworks used in analyzing and evaluating the writing experience.

In 1969 and 1970 while the Act was being written, there was no consideration given by members of the Committee for Rewriting the School Act, the Department of Education, Minister, or any of the interested reference groups affected by the rewriting, to any consistent model for making educational policies. This is not surprising, since the renewed emphasis on policymaking and the policy sciences began with Dror (1968) just prior to the start of the rewriting activity. In conducting this study then, it was thought that analysis using recently developed models seemed to have the potential to assist in evaluating the effectiveness of the procedures that intuitively were used in writing the Act and to provide some insight into the efficacy of the models. It is against these recently developed conceptual frameworks then that adequacy is judged and future patterns for writing legislation are recommended.

Summary

In summary, the study was judged to be significant on the following grounds: (a) a contribution to the emerging scholarly field of policy sciences may be made by rationalizing a case for inclusion of policy identification as a legitimate area for study, (b) scientific, professional and political purposes were served by conducting the study, (c) the writing of the School Act was a significant manifestation of one way educational policies have been made in the Province of Alberta, and (d) analysis of the processes utilized intuitively against models of ideal ways in which public policy can or should be made suggests alternative modes of developing policy in education in the future.

Chapter 2

CONCEPTUAL FRAMEWORK AND REVIEW OF THE LITERATURE

Overview

This chapter will introduce the policy sciences and concepts drawn therefrom. Policy analysis, megapolicy, metapolicy and realization strategy will be explicated and a case will be presented for the inclusion of policy identification as an additional and essential area of concern. Definitions of "Policy" are examined with the result that two distinct avenues to the derivation of policy statements are conceptualized. Prospective policy and its development is presented from the standpoint of six models. These are synthesized into a consistent systems viewpoint. Methods of policymaking are explored. Discovery of policy retrospectively is rationalized and alternative methods of implementing the concept are presented. The systems view is examined in detail through presentation of the concept of a contextual map, a concept which seems to suggest a method for operationalizing analysis of policy and policymaking from the systems perspective.

The Policy Sciences

Lasswell (1951) identified the area and coined the expression "policy sciences" while pleading for an integration of various distinct disciplines into a more unified approach to solving the practical policy problems of government. He suggested that "the policy sciences include (1) the methods by which the policy process is investigated, (2) the results of the study of policy, and (3) the findings of the disciplines making the most important contributions to the intelligence needs of the time (Lasswell, 1951)."

Lasswell's work was largely unexplored and ignored until Dror (1968, 1971) became interested as part of his work with the Rand Corporation (Dror, 1968). He has suggested that the establishment of policy sciences as a new supra-discipline involves a scientific revolution, requiring the development of basic paradigms. Some concepts thought by Dror to be basic to development of policy sciences and which he labels as "paradigms" follow:

1. A concern with better understanding and improvement of societal direction;
2. A focus on the macro-level, i.e., public policymaking at the subnational, national and transnational levels;
3. A breakdown of traditional boundaries between the disciplines in the behavioral and management sciences;
4. Bridging the usual dichotomy between pure and applied research;
5. Acceptance of tacit knowledge and personal experience as important sources of knowledge in the policy sciences;
6. A focus on means and intermediate goals;
7. Organized creativity;
8. An emphasis on historic developments and future dimensions as central contexts for improved policymaking;
9. A concern with the dynamics of change;
10. Recognition of the contribution of systematic knowledge and structural rationality to the improvement of public policymaking;
11. Acceptance of scientific and basic methodologies with an

extension which includes creative uses of serendipity, and social experimentation.;

12. Self concious reappraisal of its own paradigms, tacit theories, infrastructures and applications;

13. A commitment to strive for increased utilization of policy sciences concepts in actual policymaking and the preparation of professionals to serve in policymaking positions (Dror, 1971a).

The main dimensions of policy sciences according to Dror (1971a) consist of:

1. Policy analysis. An approach and methodology for design and identification of preferable alternatives in respect to complex policy issues.

2. Megapolicy. Master policy, a policy providing guides for a set of discrete policies.

3. Metapolicy. Policy on policymaking, i.e., policy dealing with the characteristics of the policymaking system.

4. Realization Strategy. Means and ways actually to improve policymaking through the application of policy sciences and through the realization of policy sciences recommendations.

Policy Analysis

The aim of policy analysis is to provide methods for identification of policy alternatives. Innovation of new alternatives and selection of the best alternatives from those available constitute the two distinct but interrelated elements of this activity. A concern with underlying values, understanding and predicting the behavior of various individuals, groups, organizations, etc., and political feasibility is required. This can assist in drawing a policy analysis network, a concept not unlike Lasswell's contextual mapping formulation (Dror, 1971a:55-62, and Lasswell, 1971a:4 ff.).

Megapolicy

Megapolicies, i.e., master policies, involve determination of the postures, assumptions and main guidelines to be followed by discrete or specific policies. Megapolicies are "distinct from detailed discrete policies, though these two pure types are [on] a continuum with many in-between cases (Dror, 1971a:63)." Main facets of megapolicies include: (1) overall goals, (2) boundaries between specific policies, (3) a concern with the time over which a policy operates, (4) the degree of risk that will be acceptable relative to a policy issue, (5) the choice between incremental and innovative policy change, (6) the degree of comprehensiveness or narrowness of a policy, (7) the extent to which a policy should achieve given goals through a shock effect or in a mutually coordinated (balanced) way, (8) recognition of assumptions being made about the future, (9) the theoretical basis upon which policymaking is proceeding, (10) the availability of resources, (11) the range of available policy instruments and (12) the extent to which discrete policies should be identical with their megapolicies or should reflect a mix of different megapolicies (Dror, 1971a:63-73).

Metapolicy

Metapolicy is policy on how to make policy (Dror, 1971a:74). It deals with the "major operations needed to design and manage the policymaking system as a whole and to establish the overall principles and rules for policymaking (Dror, 1968:164)." Dror summarizes the nature of metapolicy as follows:

> The problems of metapolicy can best be considered within a general systems theory frame of appreciation. Adopting a very simple general systems model, we can regard policymaking as an aggregative process in which a large number of different units interact in a variety of part-stabilized but open-ended modes. In other words, policy is made by a system, the policymaking system.
>
> This system is a dynamic, open, nonsteady state and includes a large variety of different, changing multirole components interconnected in different degrees and through a multiplicity of channels; it is closely interwoven and overlapping with other systems (i.e., the productive system, the demographic-ecological system, the technological and knowledge system, and the cultural system), and it behaves in stochastic ways which defy detailed modeling.
>
> Even such a simple perspective of the public policymaking system leads to three important conclusions in respect to metapolicies:
>
> 1. As policy is a product of complex interactions between a large number of various types of components, similar changes in the output (or "equifinal states") can be achieved through many alternative variations in the components. This means, for our purposes, that different combinations of a variety of improvements may be useful in achieving equivalent changes in the quality of policymaking. This is a very helpful conclusion, because it permits us to pick out of a large repertoire of potentially effective improvements those that are more feasible under changing political and social conditions. This view also emphasizes the open-ended (or, to be more exact, "open-sided") nature of any search for improvement suggestions: there is, in principle, unlimited scope for adventurous thinking and invention.
>
> 2. A less optimistic implication of a systems view of policymaking is that improvements must reach a critical mass in order to influence the aggregative outputs of the system. Improvements that do not reach the relevant impact thresholds will, at best, be neutralized by countervailing adjustments of other components (e.g., a new planning method may be reacted to in a way that makes it an empty ritual) or, at worst, may in fact reduce the quality of overall policy (e.g., through possible boomerang effect, reducing belief in the capacity of human intelligence--with a possible retreat to some types of mysticism, leader ideology, etc.--or by implementing wrong policies more efficiently, thus reducing an important social protective mechanism--inefficiency as diminishing the dangers of implementation of wrong decisions and as permitting slow and tacit learning).

> 3. The third, and again optimistic, implication of a systems view of policymaking is that, thanks to the interactions between different system components, it may be possible to achieve the threshold of overall system output effects through a combination of carefully selected changes in controlling subcomponents, each one of which by itself is incremental. In other words, a set of incremental changes in systems components can in the aggregate result in fargoing system output changes. Therefore, because we are speaking about changes in the policymaking system, there may be a good chance that a set of relatively minor and quite incremental changes in the policymaking system will permit--through multiplier effects--far-ranging innovations in the specific policies made by that system. This possibility is of much practical importance because of the much greater feasibility of incremental change than of radical change in the United States and many other countries (though, I think, the readiness to innovate is increasing, as a result of the shock effects of highly perceived crisis symptoms).
>
> (Dror, 1971a:75-76)

A conceptual framework from the systems viewpoint has been developed by Amara (1972) which is presented on page 32 and used in applying the systems concept briefly described by Dror.

Realization Strategy

Because policy sciences has an intense commitment to achieving actual impact on reality, ways and means of applying policy sciences concepts and implementing recommendations made are important dimensions which form the subject matter of realization strategy. Three levels of study and action are involved, viz., (1) understanding the dynamics of change in respect to policymaking, (2) identifying change instruments in respect to policymaking, and (3) building up policy sciences so as to operate through these changes instruments (Dror, 1971a:80ff).

Policy sciences as a field of study is still in infancy. There has not yet been a thorough explication of policy change but Dror calls for research which will explicate the "tacit knowledge and experience of policy practitioners (Dror, 1971a:80)."

Some additional facets of realization strategy are: (1) an emphasis on communication of the findings of policy sciences to policymakers, (2) education of policymakers in policy sciences, (3) sensitization of various interest groups and opinion leaders and shapers to the potential of policy sciences, (4) dispersal of policy scientists throughout governmental institutions, (5) creation of new organizations which will provide advice from the policy sciences viewpoint to policymakers, (6) timing the release of innovative policy proposals, (7) development of institutional studies and methods, and (8) stoic commitment by policy scientists to improvement of policy through better policymaking (Dror, 1971a:80-85).

Definitions of Policy

Before proceeding, it will be useful to define the concept of policy beyond the intuitive understanding that has been assumed so far.

Policy is referred to familiarly in the following terms:

--- a guideline;
--- a generalized statement of intent;
--- the taking of action on a major value;
--- a decision;
--- part of the decision making process.

These meanings are further developed in the following quotations:

Public policy is:

--- a guide to discretionary action (Davies-Brickell, 1960)
--- a general directive (Dror, 1968:14);

--- a critical decision (Selznick, 1957:21);

--- a political decision (Easton, 1957);

--- a body of principles to guide action (Rothwell, 1951);

--- those generalizations about organizational behavior that affect the structure of the organization (Katz & Kahn, 1966);

--- a general statement which describes the aim, purpose, or objective to be achieved (Knezevich, 1962);

--- the expression of broad goals or purposes (Campbell et al., 1962);

--- the outcome of a political compromise among policymakers which may spring from a new opportunity or just "happen" (Lindbloom, 1968);

--- the outcome of an intricate and complex process called policymaking (Lindbloom, 1968);

--- those decisions and actions which have the widest ramifications and the longest time perspective requiring the most information and contemplation (Bauer, 1971:2);

--- in all instances reserved for those parameter-shaping acts which are taken most seriously, which are presumably most difficult to arrive at, and at the same time most difficult and most important to study (Bauer, 1971:2);

--- a major guideline for action, directed at the future, formally aimed at achieving what is in the public interest by the best possible means (interpolated from Dror's definition of policymaking, Dror, 1968:12);

--- the structure or confluence of values and behavior involving a governmental prescription (Kroll, 1969:9);

--- deliberate coercion - statements attempting to set forth the purpose, the means, the subjects, and the objects of coercion (Lowi, 1970);

--- the authoritative allocation of values for the whole society (Easton, 1965:129);

--- whatever governments choose to do or not to do, why they do it, and what difference it makes (Dye, 1972:1);

--- using a very simple version of systems theory, ... an output of the public policymaking system and an input into various "target systems," such as health, education, transportation, public order, and the international system (Dror, 1971b:154-155);

In an unpublished document prepared for the Edmonton Public School Board, Evenson states that:

> ... policies are statements which set forth the purposes and prescribe in general terms the organization and program of the system. They create a framework within which the [administration] can discharge [its] assigned duties with positive direction. They tell what is wanted. They may also indicate why and how much.
>
> (Evenson, 1971)

Evenson continues by describing some characteristics of a policy statement:

> In general terms, a good policy statement:
>
> 1. is philosophically based and helps establish goals.
> 2. is a brief, general statement of a belief about a certain matter.
> 3. tells what is wanted and why.
> 4. defines and determines a major function of the system.
> 5. constitutes the basis for the development and implementation of administrative regulations and procedures.
> 6. permits the [administration] to respond to changing conditions without recommending fundamental changes in policy.
> 7. provides goals by which performance may be evaluated.
>
> (Evenson, 1971)

Katz and Kahn approach the issue of making policy in the following quotation:

> As abstractions about organizational behaviour, policy statements may be either prospective or retrospective. If the latter, we are dealing merely with a process of recognition; the pattern was there but was not previously stated or formally acknowledged.
>
> (Katz and Kahn, 1966:254)

They then suggest that the more interesting process is prospective policymaking, i.e., making "prospective generalizations about what organizational behaviour shall be ... (Katz and Kahn, 1966)." By implication then, retrospective policy is not considered to pose a problem for the organization for the topic is not again mentioned by them.

Operational Definition of Policy

For purposes of this study, a public policy is defined operationally as a major guideline for future discretionary action. It is generalized, philosophically based, and implies an intention and pattern for taking action.

Classes of Policy

Notwithstanding the overarching definition of policy given above, there are two distinct avenues by which a policy can be derived. Despite the method by which it is derived, however, it has characteristics congruent with those included in the operational definition.

The two classes of policy are: (1) policy which is made prospectively; the formal, manifest and explicit policy output of a policymaking system which is or can be written, and (2) policy which is made as experience accumulates and is only discovered retrospectively; that which has arisen through tacit acceptance of practice and is implicit, latent and unwritten, residing only in the collective perceptions of its formulators and implementers.

Most writers on policy confine their discussions to prospective policy and its development. Typical of these writers is Dye who in examining the shifting focus of political science suggests that the discipline is concentrating on public policy which involves:

> a description of the content of public policy; an assessment of the impact of environmental forces on the content of public policy; an analysis of the effect of various institutional arrangements and political processes on public policy; an inquiry into the consequences of various public policies for the political system; and an evaluation of the impact of public policies on society both in terms of expected and unexpected consequences.
>
> (Dye, 1972:3)

Dye's listing seems to accentuate elements of prospective policy. He writes as if policies are explicit but need analysis and improved methods of formulation. He does not address the need for discovery of implicit or retrospectively derived policy statements which this study suggests is a major need in the field of public education. It is argued that identification of public policies for education or a description of the content of public educational policies is not readily available. Governments and their agencies seem to act as if policies were explicit, but in reality most policies seem to reside in the collective memories of senior personnel. If some practical method for drawing these hidden policies together into a concise directional guideline for action were found, the result should contribute significantly to the elimination of contradictory or purposeless actions in the public arena. If the procedure were to do no more than perpetuate current practices, the denunciation expressed by Jantsch would be applicable:

> ... political bureaucracies favor any degeneration of thinking which permits them to formulate pseudo-policies as emanating from their current operations, from interactive strategies, and from existing institutions and instrumentalities. Policy analysis is frequently practiced in this self-perpetuating way which does not recognize the logical and practical need for innovative policy design first.
>
> (Jantsch, 1970:32)

If, however, explication of underlying policy directions were to lead to policy review and possible change as a part of or sequel to the identification process, significant improvement should result.

Prospective Policy Development

The many discussions on methods of improved policy formulation in the prospective mode can be focused and analyzed by classifying them and relating them to models as Dye has done (Dye, 1972). But before meaning can be attached to Dye's models, some understanding of the nature and purpose of models is necessary. A discussion of the general applicability of models follows.

Nature of Models

Kaplan suggests that:

> ... any system A is a model of a system B if the study of A is useful for the understanding of B without regard to any direct or indirect causal connection between A and B. For in that case, A must be like B in some respects: if we wanted to infer that because A has the property p then B has some other property q we would need to know that A and B are somehow connected, according to the specific relation between p and q, while to conclude that B also has the property p, we need only know that A and B are similar in appropriate ways even though in fact they have nothing to do with one another. On the other hand, just which ways are appropriate is already limited by the condition that no conditions are imposed on the physical relations between the two systems. The systems must therefore resemble one another as systems, that is, in ways which do not depend on the particular elements of which each consists, or else we would need to know just how elements of these particular kinds affect one another. The resemblance is in terms of the pattern or order exhibited in each system, the information which each contains, in the current idiom, rather than in terms of the configuration of mass and energy in which the information is embodied. In a word, when one system is a model of another they resemble one another in form and not in content.
>
> (Kaplan, 1964:263)

Kaplan further suggests that "models are isomorphs of one another." A model has in some sense, the same structure as the reality that is being modelled such that:

> ... whenever a relation holds between two elements of one system a corresponding relation holds between the corresponding elements of the other system. The two need not stand in any causal connection, for what is required is only that the relations correspond, and to satisfy this requirement it is enough that they can be put into correspondence, that is, think of them as corresponding. Then, whether a system does or does not show a certain pattern in its own internal relations is plainly quite independent of what the other system shows. If there is an isomorphism, the systems significantly resemble one another only in their structural properties., additional resemblances, if any, being irrelevant.
>
> (Kaplan, 1964:264)

Models and Theories

Kaplan examines the differences between models and theories and provides an explanation of why the two concepts are often confused and used interchangeably. A model is conceived of as a structure of symbols which can be interpreted in certain ways. Discovery of the reality that is being modelled is contained in the interpretation of the symbols and their structure used in building the model. The subject matter specified in interpreting the symbols is what the model is attempting to portray. Relations among the symbols used in building the model are presumed to exhibit corresponding relations among the elements of the subject matter in the reality that is being modelled.

A theory is more or less abstract. It neglects certain variables in attempting to describe "ideal" entities which have existence only within the theory itself, not necessarily having a counterpart in perceived reality. It is hoped that the theory will be isomorphic, in appropriate respects, to the real system which provides the subject matter for the theory, but this is not a necessary condition for a theory, at least not to the extent that the model is expected to correspond to the reality being modeled. Quoting again from Kaplan:

> ... not all theories are in fact models: in general, we learn something about the subject-matter from the theory, but not by investigating properties of the theory. The theory states that the subject-matter has a certain structure, but the theory does not therefore necessarily exhibit that structure in itself. All theories make abstractions, to be sure, in the sense of treating as irrelevant some properties of their subject-matter. But not all of them abstract to the point of treating as relevant only the structural properties ... the tendancy to view all theories as models stems from an old-fashioned semantics, according to which a true proposition must have the same structure as the fact it affirms, and the still current but controversial realist epistemology, according to which theories offer ever more detailed and comprehensive pictures of reality. I have grave doubts whether the working scientist is committed to either of these standpoints, to say nothing of both together; model building is only one of his cognitive strategies, and is not to be identified with the scientific enterprise as such.
>
> (Kaplan, 1964:265)

With these cautions in mind, one might be accurate in viewing as models only those theories that explicitly direct attention to certain resemblances between theoretical entities and the subject matter in the reality that is being examined. As such, a model is a "scientific metaphor" (Kaplan, 1964:265), which, like an aphorism, condenses in a phrase a significant similarity. When models do serve in this way, they are often conceptualized as analogies. The model builder recognizes similarities that have previously escaped attention and systematizes them. Thus model building, or the creation of analogies not only leads to further abstraction about reality resulting in theory development, but becomes an essential part of theories. Theories are sometimes spoken of as models in recognition of their analogical features (Kaplan, 1964:266).

Functions of Models

Models function as heuristic devices in science. One can learn from the analogies that are presented.

The familiarity or the concreteness of a model in contrast to the intangibility or abstraction of a theory makes analysis using a model more understandable. Working in terms of the familiar subject matter of the model, its user need only make the most routine translations into the theory of concern after he has arrived at desired results in the model (Rudner, 1966:26).

Models assist in the organization of data. A framework is provided in a model which brings the correspondence of elements of the subject matter into focus. The move to theory development, if that is of interest, is facilitated.

Limitations of Models

Kaplan identifies certain shortcomings associated with the construction and use of models that must be kept in mind. Firstly, he attacks the blind belief in omnipotent symbolism which often unconsciously characterizes exposure to intricate models. One must be careful to make the translation to reality or theory, recognizing that the symbols and their relationships to one another provide only an analogy or form and that the model and its symbols are not reality itself.

A second limitation of models is the tendency which they often exhibit to overemphasize form. In contemplating a model, one tends to focus on what is true "in principle" rather than what is true in fact. Kaplan states, "Science advances on the basis, not of what is logically possible, but of what is actually available to it in the concrete problematic situation (Kaplan, 1964:279)." One must therefore be careful not to form conclusions on the basis of relationships discovered in a model but must again relate the insights gained by examining the model back to reality.

Models tend to oversimplify objective or even perceived reality. While this is a necessary condition in the construction of models, for it would be pointless to duplicate in all its complexity the real situation (one might study reality directly instead), this poses a limitation on the utility of a model that must be kept in mind. One must not presume that all possible relationships are portrayed in models, no matter how sophisticated they are.

Models tend to overemphasize exactness and rigor. While it is desirable to be as exact as possible, sometimes that exactness with respect to certain details in a model tends to mask other equally important concerns where exactness is less possible. Consequently, models are often improperly exact and call for measures that cannot be obtained. Making judgments on the basis of assumed exactitude then, should be done with caution.

Model usage suffers from a limitation which Kaplan refers to as "map reading" (Kaplan, 1964:284). The map reading error is a failure to realize that a model is only a particular mode of representation so that not all of its features necessarily correspond to specific characteristics of the subject matter to which the model is referenced. There always are some irrelevant features to a model which must not be related to the reality being modelled. Map reading errors are "the obverse of the error of oversimplification: instead of leaving out of the model something which should be in it, we read the model as containing something which in fact is not a part of it (Kaplan, 1964:285)."

Models for Developing Policy in the Prospective Mode

Keeping in mind the nature and limitations of models as discussed above, an examination of the models described by Dye (1972) which are used in political science as frameworks against which to view public policy development seems useful. In discussing the models, however, it must be borne in mind that they are not mutually exclusive. Application of parts of one model to a particular policymaking situation does not rule out analysis by other of the models. In fact, in many respects, a discrete policymaking activity may proceed according to the elements of several of the models. This notion of multiple models for analysis of a policymaking sequence is useful to this study in that evaluation of the modes by which the policy matters that were addressed in the rewriting of the School Act can be undertaken from the vantage points provided by each of the models presented by Dye. The six models examined by Dye are as follows:

--- the elite-mass model (Dye and Zeigler, 1970);

--- the group model (Truman, 1951);

--- the rational model (Dror, 1968);

--- the incremental model (Lindbloom, 1959);

--- the institutional model (Friedrich, 1941); and

--- the systems model (Easton, 1965).

A brief description of each of the models follows.

The Elite-Mass Model: Policy as Elite Preference

The elite-mass model can be represented as follows:

1. Society is divided into the few who have power and the many who do not. Only a small number of persons allocate values for society; the masses do not decide public policy.

2. The few who govern are not typical of the masses who are governed. Elites are drawn disproportionately from the upper socioeconomic strata of society.

3. The movement of nonelites to elite positions must be slow and continuous to maintain stability and avoid revolution. Only nonelites who have accepted the basic elite consensus can be admitted to governing circles.

4. Elites share consensus on behalf of the basic values of the social system, and the preservation of the system. In America, the bases of elite consensus are the sanctity of private property, limited government, and individual liberty.

5. Public policy does not reflect demands of masses but rather the prevailing values of the elite. Changes in public policy will be incremental rather than revolutionary.

6. Active elites are subject to relatively little direct influence from apathetic masses. Elites influence masses more than masses influence elites.

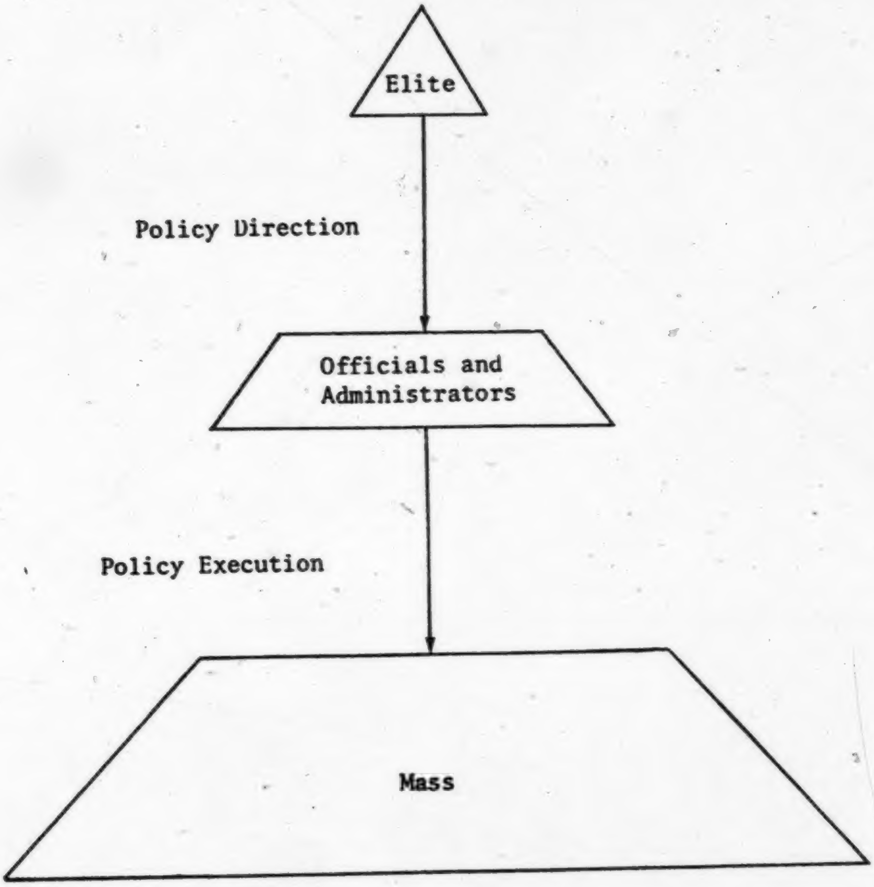


FIGURE NUMBER 1. THE ELITE MODEL

(Dye, 1972:20-21)

The Group Model: Policy as Group Equilibrium

Truman (1951) in developing an approach to political science suggested that the group model rests on the notion that interaction among groups is the central fact of politics. Individuals with common interests come together either formally or informally to make their demands felt by governments. Truman sees an interest group as "a shared-attitude group that makes certain claims upon other groups in the society" which becomes political "if and when it makes a claim through or upon any of the institutions of government (Truman, 1951:37)." Consequently, it would seem to the writer that individuals become important politically only when they act as part of, or on behalf of, group interests. Dye suggests that:

> The task of the political system is to manage group conflict by (1) establishing rules of the game in the group struggle, (2) arranging compromises and balancing interests, (3) enacting compromises in the form of public policy, and (4) enforcing these compromises.
>
> (Dye, 1972:23)

Accordingly, it seems that public policy is defined by proponents of the group model as the equilibrium reached in the group struggle at any given time. It is determined by the relative strength of influence of interest groups. Changes are determined by the varying preferences of groups and movements are directed toward preferences of those groups gaining in influence at the expense of those groups which are losing influence at any given time (Latham, 1956:239).

Rationalism: Policy as Efficient Goal Achievement

The rational model derives from economic theory and is idealistically designed to maximize net value achievement. Net value achievement is discussed by Dye who also develops the central assumptions in this model which has been explicated in the field of political science most notably by Dror. In discussing the rational model Dye states:

> ... a policy is rational when it is most efficient - that is, if the ratio between the values that it achieves and the values that it sacrifices is positive and higher than any other policy alternative .... Rational policymaking also requires information about alternative policies, the predictive capacity to foresee accurately the consequences of alternate policies, and the intelligence to calculate correctly the ratio of costs to benefits. Finally, rational policymaking requires a decision-making system which facilitates rationality in policy formation.
>
> (Dye, 1972:27)

The following diagram illustrates the stages of policymaking by the rational model (Figure 2 on page 28).

Incrementalism: Policy as Variations on the Past

Incrementalism suggests that public policy is simply a continuation of past governmental policies with modifications, either additive or subtractive, being made at a relatively slow pace, i.e., incrementally. Lindbloom (1959) first suggested this approach in criticizing the traditional rational model of decision-making. He felt that decision-makers do not make regular reviews of their policies nor follow the model of rational policy development unless the constraints of time, intelligence and cost are sufficiently minimized so that a formal policy development activity can be mounted. This, he infers, occurs only infrequently.

A more conservative approach usually suffices. Existing programs, policies, and expenditures are considered as a base, and attention is concentrated on increases, decreases, or modification of current operations. Policymakers seem to accept the legitimacy of this

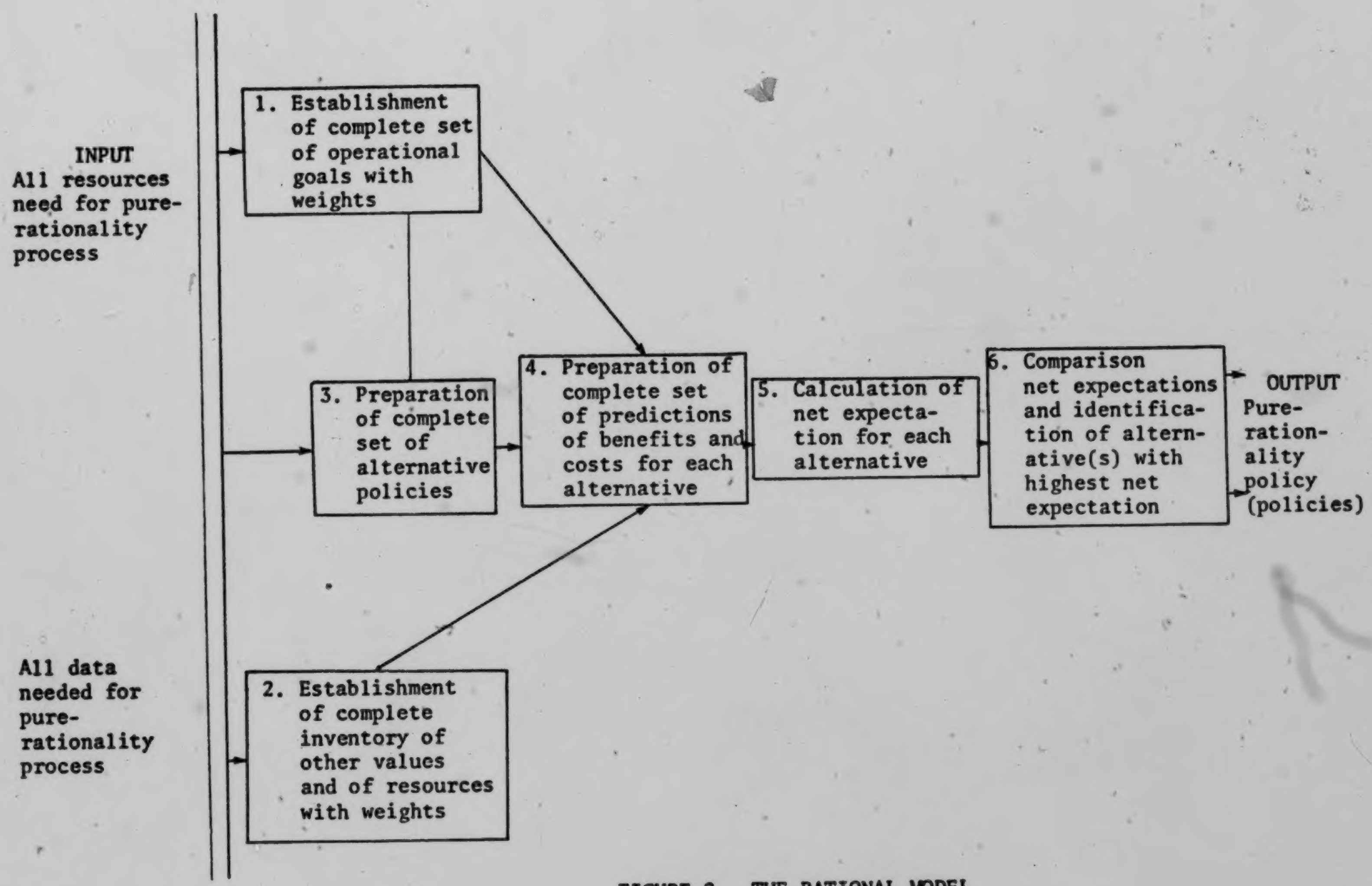

INPUT
All resources need for pure-rationality process
All data needed for pure-rationality process
1. Establishment of complete set of operational goals with weights
2. Establishment of complete inventory of other values and of resources with weights
3. Preparation of complete set of alternative policies
4. Preparation of complete set of predictions of benefits and costs for each alternative
5. Calculation of net expectation for each alternative
6. Comparison net expectations and identification of alternative(s) with highest net expectation
OUTPUT
Pure-rationality policy (policies)

FIGURE 2. THE RATIONAL MODEL

(Dye, 1972:26)

approach and simply agree to continue with increments to existing policy.

Five reasons are given by Dye for the popularity of the incremental approach. The first reason given is that policymakers do not have the time, intelligence or money to investigate all of the alternatives to existing policy. Second, they accept the legitimacy of previous policies or extensions thereof because of the uncertainty that accompanies the adoption of totally different policies. Third, there are often heavy material, human, and structural investments in existing programs that tend to preclude radical changes. Fourth, incrementalism seems to be politically expedient. It tends to cause little conflict, maintain stability, and preserve the existing political system. It is complementary to pragmatic man: he seldom searches for the "one best way" but grasps quickly for "a way that will work." The fifth and final reason given by Dye for a preference for the incremental approach is the absence of agreed-upon societal goals or values. It is easier for government in the pluralist society to continue existing programs than to engage in overall policy planning toward specific goals which society may not approve (Dye, 1972:31-32).

Institutionalism: Policy as Institutional Activity

In the institutional model public policy is authoritatively determined, implemented, and enforced by governmental institutions which give public policy three distinctive characteristics. First, government lends legitimacy to policies. They become legal obligations which command the loyalty of citizens. Second, government policies are universal in their application, extending to all people in the society. Finally, governments monopolize legitimate coercion in society. Because of these characteristics, individuals and groups in society tend to work for enactment of their preferences into public policy (Dye, 1972:33).

Dye makes the relationship between governmental institutions and their structures clear in the following quotation:

> Governmental institutions are really structured patterns of behavior of individuals and groups. By "structured" we mean these patterns of behavior tend to persist over time. These stable patterns of individual and group behavior may affect the content of public policy. Institutions may be so structured as to facilitate certain policy outcomes and to obstruct other policy outcomes. ... In short, the structure of governmental institutions may have important policy consequences ... . We must be cautious in our assessment of the impact of structure on policy. We may discover that both structure and policy are largely determined by environmental forces, and that tinkering with institutional arrangements will have little independent impact on public policy if underlying environmental forces - social, economic, and political - remain constant.
>
> (Dye, 1972:33-35)

Although Dye makes a rather strong case for identifying the institutional model as unique from the others presented, it can probably be defended that this model is a special case of the group model presented earlier. The difference is that the group under consideration is not in fact a special interest group in the same sense that the other groups that influence government are but is directly involved and officially sanctioned in its moves. Other groups may or may not enjoy such direct privileges.

The Systems Approach: Policy as System Output

In describing the systems approach, Dye paraphrases Easton as follows:

> One way to conceive of public policy is to think of it as a response of a political system to forces brought to bear upon it from the environment. Forces generated in the environment which affect the political system are viewed as inputs. The political system is that group of interrelated structures and processes which

functions authoritatively to allocate values for a society. Outputs of the political system are authoritative value allocations of the system, and these allocations constitute public policy ... .

The value of the systems model to policy analysis lies in the questions that it poses:

1. What are the significant dimensions of the environment that generate demands upon the political system?
2. What are the significant characteristics of the political system that enable it to transform demands into public policy and to preserve itself over time?
3. How do environmental inputs affect the character of the political system?
4. How do characteristics of the political system affect the content of public policy?
5. How do environmental inputs affect the content of public policy?
6. How does public policy affect, through feedback, the environment and the character of the political system?

The following diagram of the systems model focuses discussion:

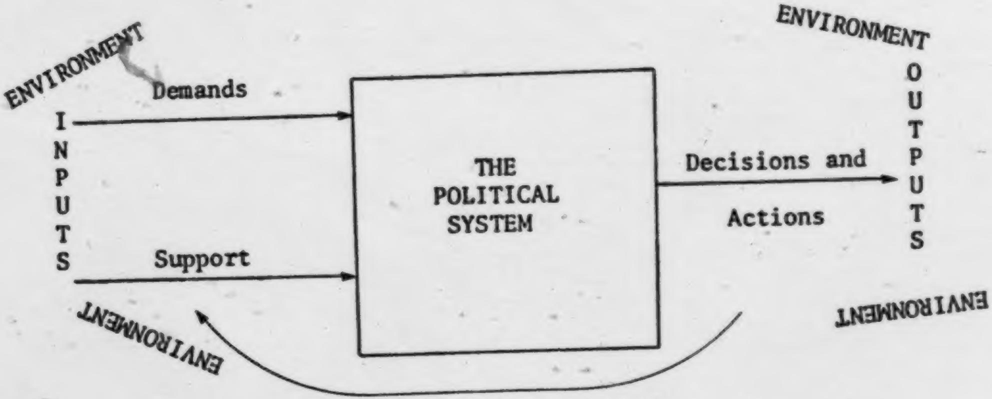

ENVIRONMENT
Demands
INPUTS
Support
THE POLITICAL SYSTEM
Decisions and Actions
ENVIRONMENT
OUTPUTS
ENVIRONMENT
ENVIRONMENT

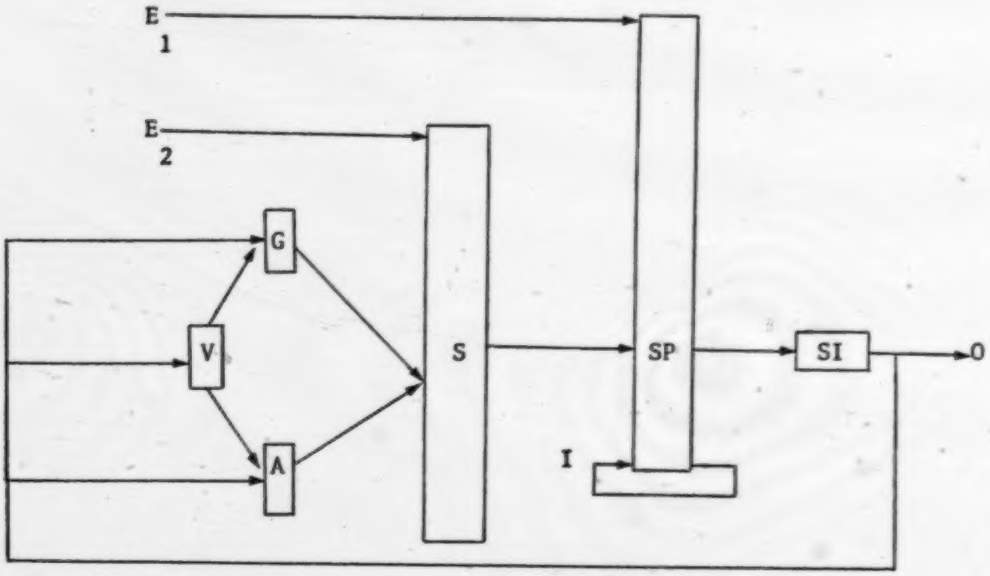
FIGURE 3. THE SYSTEMS MODEL

(Dye, 1972:18)

The Amara Framework

A more comprehensive portrayal of the systems approach and an explication of its utility in examining policy questions has been formulated by Amara. His representation of the policymaking system follows:

> In this representation, inputs to society (SP) are grouped into three categories. First are the controllable inputs which result directly from policy, planning, and program choices (S); such inputs are designated strategies and include direct actions as well as societal operating rules. The other two types of inputs are uncontrollable and probabilistic, and serve largely to set constraints; these are designated internal events (I) and external events(E1), depending on whether they are generated inside or outside the representation of society. Outputs from society are its resulting conditions or states, which can be revealed by selected measures or indicators (SI) that provide information on the states of society as a function of time and at various levels of disaggregation.



V = Values
G = Goals
A = Attainments
S = Strategies (policies, plans, programs)
SP = Societal Processes
O = Outputs Comprising V, G, S, SI Descriptions
SI = Societal Indicators
E_1 = External Societal Events
E_2 = External Inputs to Strategy formation
I = Internal Societal Events

FIGURE 4. THE AMARA FRAMEWORK

> Controllable inputs, with which we are primarily concerned, consist of programs generated from plans that stem from policy choices. Policies, in turn, orginate from an interplay of goals (G) or aspiratons, perceived attainment (A) levels and externally derived judgmental inputs (E2). Policy choices are normally made to reduce the gap or mismatch between what society perceives to have and what it perceives to want. In essence, these judgments reflect complex interactions of societal measures or indicators on the one hand, and value (V) systems on the other.
>
> It is important to note the role of indicators in creating a closed loop out of the policymaking process; the process is thus iterative, with the end product of one round serving as the basis for the start of the next. This point cannot be over-emphasized. No implication should be drawn that the process operates linearly from values, goals, and attainments, to preferred strategies. The emphasis is rather on an understanding of the ends-means relationships necessary in defining and modifying values, goals, and attainments in response to perceived and projected social outputs.
>
> Summarizing, the six basic elements proceeding forward through the loop are (as shown in Fig. 4):
>
> --- Values
> --- Goals
> --- Attainments
> --- Strategies (polices, plans, programs)
> --- Societal processes
> --- Societal indicators
>
> (Amara, 1972:60-61)

Further insight into the Amara Framework, particularly regarding the category labelled "Strategies" is provided in the following quotation:

> Strategies are policies, plans, and programs. Policies are stated in terms of detailed goals, plans in terms of objectives, and programs in terms of direct actions and operating rules. The generation of strategies is normally done through the political process and is characterized by incrementalism, bargaining, fragmentation and discontinuity.
>
> One of the starting points for policymaking is the perceived mismatch between goals and attainment levels. The methodology for generating strategies that will produce (efficiently or otherwise) a specified attainment level is in a primitive state of development. No known analytical approaches can evaluate satisfactorily tradeoffs at the highest levels (e.g., health, education, welfare). Attempts to view policymaking remains a subtle art form

> that must include a large element of pragmatism and so requires the judgment and experience of those keenly sensitive to the workings of the social system.
>
> (Amara, 1972:66)

It will be recognized that the systems model and Amara's Framework in particular is more thoroughly developed than are the other models presented in the study. Its complexity seems to encompass concepts drawn from each of the other models and as such merits analysis, the purpose of which might be to locate the relationships that may exist between and among the systems model and the other models presented by Dye. An attempt to specify those relationships follow.

Analysis of the Models

The systems model as presented here and as developed by Bertalanffy (1951) as a general theory, and by Easton (1965) and Sharkansky (1970) as it relates specifically to public policy, is sufficiently complex and accommodating of diverse variables and interactions that it seems to be amenable to subsuming under its rubric many other models or theories of the way public policies are made and implemented. If one considers a basic system composed of inputs, throughputs, and outputs within an environment which can influence the system at any point either directly or as a result of feedback from effects of outputs, a structure for creating a system or for analyzing it can be inferred and the functions of the system that must be carried out, including the effects that the environment will have on those functions become apparent. It is argued that the five models in addition to the systems model that Dye identified can be classified as segments of the systems model, three of which relate to a structural aspect of a system and the other two relating to the functioning of the system.

The institutional model identifies a group which is endogenous to government as being the prime group in formulating and executing public policy. Referring to the systems model then, the institutional model locates a group within a structure whose basic sphere of activity is within the throughput section of the policymaking system. It may extend peripherally into the environment; certainly it acquires input and produces policy as output, but it is essentially, according to the institutional model, concerned with its own internal stability.

The group model has similar characteristics but the pressure groups it attempts to explain are less structured than are the institutions of government. Pressure groups exist primarily outside of the throughput section of the system although they do have some influence on the throughput processes when their relative power to influence is in the ascendancy as compared with other groups. Interest or pressure groups select those environmental forces that appeal to them and translate them in the most effective ways that are open into inputs which are then processed by the throughput mechanisms. One could argue that interest groups act in ways which are similar to those used by governmental institutional groups, the difference being a shift in the position which each occupies relative to the total political and social system.

A similar structural shift emphasizes the location of the other special interest group, viz., the elites as described in the elite-mass model. In this case the elites are effective both within the throughput, where they seem to exercise policy-veto power and outside where they select those environmental and feedback impulses that will be permitted to result in throughput action. Again, the major difference between elites and pressure groups seems to be location which seems to affect power to influence action. Like the group and institutional models, the elite-mass model can be thought of as a section of the larger, all-encompassing systems model.

The following diagram may assist in visualizing the concepts presented above:

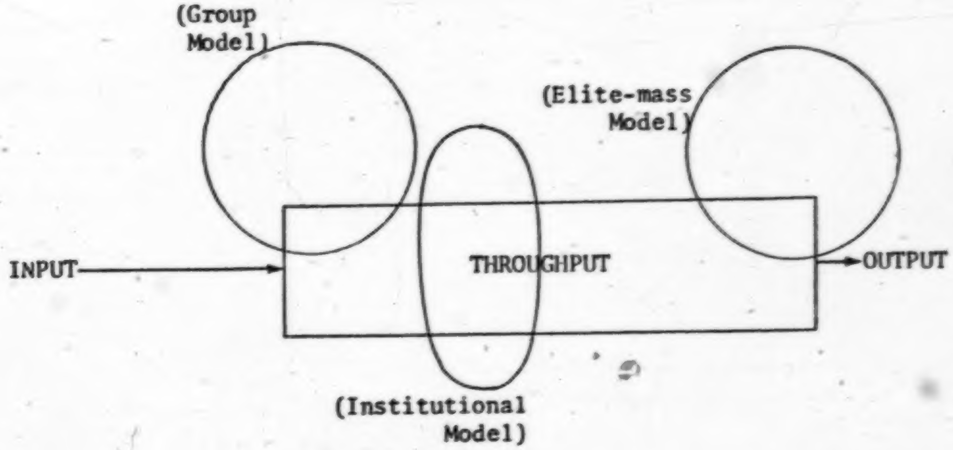


FIGURE 5. THE SYSTEMS MODEL

Examination of the functions of the system requires a shift in emphasis away from structure and location. One might argue that the functioning system is capable of accommodating all possible influences on policy formation. If a system were to function such that no possible variable were to be neglected in considering policy matters, the process would be entirely consistent with the rational model as herein presented. The rational model then, can be thought of as the manner in which a system would function if it were all-inclusive in its operation.

However, the public educational policymaking system does not seem to account for all of the many variables that exist. In addition, the interactions of variables are often non-forecastable. In these real circumstances, one must opt for something less than full consideration of all factors. What is often done is to select and limit the factors that are to be considered. This seems to correspond with the incremental approach or model. It recognizes that the full rational model is in fact unattainable and opts for incremental development.

What may be considered as a mid-way position has been advocated by Dror (1968). He rejects incrementalism and although he recognizes that the pure rational model is beyond attainment, urges movement in that direction. His approach is a systems approach, wherein he seems to advocate incremental attempts to maximize rational policymaking.

This melding of the six models presented by Dye under the unifying systems viewpoint is not intended to cast question upon the utility of the other five models as analytical constructs. In specific cases each of the models may serve as analogies which may bring insight to what may have happened in that particular case. In this study, each model did serve to focus understandings of ways in which particular policies were made.

Making Policy Prospectively

How then, is policy made prospectively? The discussion of the systems model adopted from Dye and the Amara Framework both describe policymaking in the prospective mode. Dror also develops the stages and phases of policymaking in a systems approach in his original policymaking work (Dror, 1968), a summary and adaptation of which will next be presented.

Metagoal Setting (Megapolicy)

Dror indicates that good policy cannot be made until good policy has been made about how to make good policy (metapolicymaking). It is the position of the writer that there is a prerequisite to metapolicymaking which might be termed "metagoal setting", or setting the goals of the goals of the organization. This is essentially what has earlier been referred to as megapolicy. Bennis, in using the term "metagoals" defines them as "supra-goals which shape and provide the foundation for the goal structure (Bennis, 1966)." What are the purposes of this organization? What is its mission? What is it trying to accomplish? Amara incorporates this concern in his framework. Answers to these questions with respect to the organization in its totality should be formulated explicitly in grossly generalized, idealized, corporate aims which are believable and believed by the persons holding directional authority in the organization. While it is risky to reify an organization, in some respects, according to Katz and Kahn (1966:14), an organization, like a real person, is possessed of built-in goals, because they were built-in by the founders of the organization, or because they emerged mysteriously as the organization functioned over time. In any organization that would attempt to control itself through policy, it seems essential that the goals be made explicit.

Dror's concept of metapolicymaking and its phases can apply equally well to the explication of metagoals. Initially it seems essential that a phase like Dror's "Processing Values" be conducted. According to Dror:

> Every society ... has a general reservoir of values that change constantly and that differ in the degrees to which they are conscious, intensely held, realistic, or backed up by power, in their structure

> and formality, and in the way they are distributed. These different "raw" values can be mutually independent, mutually reinforcing, contradictory, or anywhere in between. In their raw form they are not very useful for evaluating problems or formulating goals for public policymaking; for such purposes they must be ordered and made specific.
>
> (Dror, 1968:164)

Dror does not seem here to be discussing policy on policymaking (metapolicymaking) as he claims, but seems to be looking at processing values to formulate goals. It is suggested that this is a metagoal-setting process, which will need to be done continuously but not necessarily before every particular policy is written, as Dror seems to suggest.

The rest of Dror's discussion concerning processing values seems to belong to metagoal setting. Values which the organization "holds" can be specified and ordered in various ways. In some cases, they may only be specified in very general terms, such as "in the public interest." At another level they may result in a fully operational goal, such as "maximization of profit limited by conditions a, b, and c." Dror feels that it is essential to examine values held in detail and specify them "at least enough to point out the main avenues of action (to be pursued) and some priorities for them, including the basic values that must not be impaired (and so receive almost infinite weight) (Dror, 1968:165)."

Specifying values involves as much rational analysis as the system can muster. Rational attempts to ensure internal consistency are essential if basic value conflicts are to be minimized. Social implications, feasibility and opportunity costs of providing for projected outcomes if particular value positions are adopted can be rationally delineated. But, in additon, final values adopted and their order of priority in the organization can only be determined by human value judgments. These then should be written as goals, subject to change, but having been well enough considered that they can be used to reference directional questions about aims at all levels of the organization.

When metagoal setting has occurred, metapolicymaking (policymaking on policymaking) can begin.

Metapolicymaking

The concept of metapolicymaking is seen by Dror in seven phases. Since this discussion identifies one prior phase which incorporates Dror's phase one, six of his phases for metapolicymaking remain to be accommodated in a pre-policy formulation, or metapolicymaking stage.

Metapolicymaking deals with the "major operations needed to design and manage the policymaking system as a whole and to establish the overall principles and rules for policymaking (Dror, 1968:164)." This description seems to imply that metapolicymaking deals not with distinct policies but with overarching policy on policymaking. It seems to suggest that metapolicymaking activity need not be initiated with respect to every policy review that is undertaken. Once it is complete, it can stand, subject to periodic review in the same way that metagoals might be changed incrementally over time, so long as the mission of the organization remains reasonably stable.

Metapolicymaking begins as metagoals begin, to be thought of in terms of constructing plans for realization of those goals. This is characteristic of the prospective mode of policy development and Dror's phases two through seven should be considered (Dror, 1968:166-176). Their scope implies the conduct of a needs and resources assessment survey. Dror's "processing reality" category (Phase two) can be operationalized by considering the context within which policymaking activity will occur. When projected against system metagoals, an understanding of perceived reality of the situation and resources available will reveal discrepancies between the "is" and "ought" positions of the organization. From this needs assessment activity, problems will become apparent, which then can be fed into (allocated to) the proper policymaking arm of the organization. Some decisions respecting strategies and structures for solving policy problems will be designed in this metapolicymaking stage.

It will be seen that much of metapolicymaking is nonrepetitive. Continual needs assessment-evaluative type of activities must be fed back into the system, however, if the organization is to remain dynamic.

Policymaking

Although vague attention has been given under metapolicymaking to the allocation of problems, resources and values, it is suggested that this activity, because it deals with specific issues, is more appropriate to the policymaking stage, than to metapolicymaking. Thus, it is suggested that Dror's phase eight, suballocating resources, include, except for very general allocations, the matters discussed in phase six, allocating problems, values and resources. Apart from this, Dror's policymaking stage discussed in phases eight through fourteen seem fully acceptable. A brief synopsis of those phases follows.

After resources are suballocated, Dror suggests that the next step (phase nine) in adequate policymaking is to establish operational goals, with some order of priority. The goals that have been agreed upon for the organization must be stated in operational terms. Consistency of goals must be examined as priorities are established. Phase ten deals with establishing a set of other significant values, again with some order of priority. The tasks falling under this phase deal with values which do not constitute the direct operational goals of the policy, values which are associated with but are not directly part of the problem. The values dealt with in this phase must be limited to those that would probably be affected in some major way by the policy alternative that was under consideration.

Phase eleven, preparing a set of major alternative policies, including some "good" ones, is the heart of the policymaking process here being described. The emphasis is to apply the concept of optimality to the set of major alternatives that is proposed. There is significant difference at this point between this description of policymaking in a systems approach and that which is described in connection with the rational model in that many fewer alternatives need be considered. Yet, optimality implies more than just satisfactory in that it suggests that alternatives should continue to be proposed until at least one and if possible several proposals seem to promise a net output after implementation of the policy that is not only satisfactory but good. Proposed policies should continue to be generated until the formulators conclude that either the optimal policy has been found or that no such alternative within the means at hand can be found, in which case the signal to mobilize additional resources, abort, or change the standard of good is evident.

Generating the "good" alternative depends to the greatest extent possible upon the most rational techniques that can be mustered. These are essential in examining the effects that all known policies might have if implemented relative to the problem at hand. But if innovative policies are indicated in areas where new directions seem to be needed, it is Dror's opinion that "the best way to acquire them is to use extrarational resources (Dror, 1968:179)."

Phase twelve consists of preparing reliable predictions of the significant benefits and costs of the various alternatives. Two requirements are necessary to make this phase optimal. The basic strategy choice between generating more innovative alternatives and making more reliable predictions of costs and benefits must be made explicitly. Then when either strategy is adopted, the policymaker should construct as reliable a set of predictions as possible within the limits of available resources.

In deriving an optimal set of predictions, Dror sees four main subelements that should be considered for each alternative:

> 1. The foreseeable benefits and costs, in terms of operational goals and other values, with an explicit estimation of how probable their occurrence is;
>
> 2. An indication of how valid those predictions are, including a critical examination of the assumptions on which they are based and their sensitivity to mistakes in those assumptions.
>
> 3. An indication of how probable it is that unpredictable consequences will occur, with some informed guesses about the main direction they might take, as well as an estimate of how valid the indication is and an explict examination of its assumptions (including sensitivity estimation).
>
> 4. A clear demarcation of the cutoff horizon (in terms of time, territory, and spheres of social activity) on which each of the above predictions and estimates is based, some indication of what the long-range spillover and chain-reaction consequences might be, and an evaluation of how reliable this indication is and of the assumptions on which it is based (including sensitivity estimation).
>
> (Dror, 1968:180-181)

From the foregoing it is evident that there must be a balance struck between reliance on extrarational and rational methods used in preparing predictions. According to Dror, the most important rational techniques for reducing uncertainty about predictions are the following:

1. Theoretical analysis leads to prediction by way of a theoretical understanding of the involved phenomena. In essence, such analysis requires a behavioral model of the involved phenomena, which can be qualitative ("theory"), quasi-quantitative, or sometimes quantitative (as in econometrics). These models allow simulation of the alternative policies, and lead to predictions whose validity depends on the quality and validity of the models.

2. Extrapolation from the past, insofar as conditions are similar enough that differences can be compensated for and insofar as the alternatives are conservative, is a usable basis for prediction, even when the involved phenomena are not understood, in which case their future states cannot be predicted by analysis. These remarks also hold true for analogies with policies in the past or in other systems.

3. Focused research is a powerful tool for reducing uncertainty, though it is often time-consuming. It may be directed at providing data and knowledge that will allow the other techniques to be used. It may also be directly aimed at providing predictions, as in collating intelligence about international relations, or in public-opinion research about public reactions.

4. Pilot testing alternative policies is always hard and often impossible, but in many more situations than it has been used in, it is the only feasible way to arrive at reasonably reliable predictions, particularly for complex, basic social issues where the time needed is available; among such issues are birth control, housing patterns, and traffic-control systems. Gaming belongs here as a weak form of pilot testing by analogy.

5. In sequential decisionmaking, parallel approaches are adopted for as long as significant learning from them takes place. This is both a technique for reducing uncertainty that could be used as a component of this phase, and a basic strategy for dealing with uncertainty that could be set down in phase 7 (determining policymaking strategy).

6. An important method for making predictions that illustrates the possibilities for systematically using extrarational processes by means of explicit rational arrangements is canvassing the intuitive opinions and tacit knowledge of experts. A recent and promising method for doing so is the Delphi method, selected groups of experts answer detailed questionnaires about their opinions on future developments (or other problems) and then receive feedback, in the form of summaries of their replies, to which they again respond. In this way the effects of a group meeting that depress innovations and opinions are

> reduced, but the advantages of mutual stimulation and of give and take are largely retained. Some problems remain to be solved, such as how to identify, among equally famous experts, those who are especially capable at making predictions, and how to sum up non-converging opinions. But in principle the Delphi method shows how much room there is for better prediction methods that rely on both rational and extrarational processes. Some other possibilities would be to set up interdisciplinary teams that would work mainly on predictions, to encourage individual scholars to pay more attention to foreseeing the future, and to use operational gaming to get better insight into possible occurences.
>
> These and other rational methods can often significantly reduce uncertainty in predicting the benefits and costs of alternative policies. But they can rarely resolve uncertainty completely, and often leave a great deal of uncertainty unresolved. Extrarational processes, therefore, play a very important part in constructing the prediction sets, both within the rational methods (review by specialists relies greatly on their "expert feel," to use the phrase of Mr. Justice Frankfurter) and as a separate source. Generally speaking, the more complex and novel the alternatives are, the less will rational methods be able to predict their effects, and the more must (and should) judgments, hunches, and similar extrarational processes be relied upon, after they have been nourished by the findings of the rational methods.
>
> Even after everything possible has been done about it, policymaking continues to face much uncertainty. What its basic orientation in dealing with uncertainty will be is a strategy that must be established during metapolicymaking. How much uncertainty there is also largely determines what the optimal form of the policy should be, because different forms have different capacities for putting up with uncertainty. Among those with a large capacity are framework policies, conditional policies, and multiple-alternative policies. The high, residual uncertainty is also a major reason why intense feedback and repolicymaking are needed to adjust policies as their unpredictable effects are learned.
>
> (Dror, 1968:181-183)

Phase thirteen, comparing the predicted benefits and costs of the various alternatives and identifying the "best" ones combines calculating and comparing net expectations as described in connection with the rational model. Balancing of benefits and costs of each alternative is carried out primarily by employing mixtures of the process of calculation where that is possible, estimation where calculation is less possible, comparison of projected results and intuitive judgment.

The main problem that occurs in operationalizing this phase is in trying to compare qualitatively different types of benefits and costs, which differ not only in substance but also in their chronological distribution and in how reliable the predictions that they will occur are. It is relatively simple to identify the "best" alternative when predicted costs and benefits are in all ways judged to be superior to all other alternatives. But when there are various alternatives whose predicted costs and benefits show competing patterns, choice of the "best" is more difficult. In these cases it is sometimes possible and preferable to generate additional alternatives by combining features of those initially developed. This implies that there must be continuous feedback between this phase and phase eleven where alternatives are generated.

Phase fourteen, evaluating the benefits and costs of the "best" alternatives and deciding whether they are "good" or not, completes the cycle of processes that prospective policymaking might follow. This phase is simply an extension of that described under phase thirteen. Where phase thirteen is directed towards the comparing of costs and benefits between and among the various alternatives that had been generated, phase fourteen directs attention to comparing the "best" alternative with the desired notion of "a good" alternative. Quoting again from Dror:

> If the best alternative has a "good" expectation by this standard, (i.e., the "goodness" standard of the relevant policymaking unit) it should be adopted as policy, then the post-policymaking phases begun. If the alternative's expectations are "not good enough," feedback processes should set off a search for more alternatives or lead to changes in the standard: ...)
>
> (Dror, 1968:187)

Determining the goodness standard is one of the most crucial processes in this model of policymaking. It determines whether an alternative is accepted or rejected. If the standard is set too low, public policymaking will not be as good as it could be. If it is set too high, waste will result in endless searches for additional and perhaps nonexistant alternatives. Setting the standard then could lead to the dilemma faced by proponents of the rational model. In order to provide some guidelines on achieving some degree of optimality without becoming too rigid, Dror suggests the following conditions that again involve a mix of rational and extrarational components in specifying what may yield a goodness standard that should almost always satisfy:

> It should require: (1) a high probability that the society will survive (in the larger sense); (2) a high probability that the policy will be politically and economically feasible; (3) continual improvements in the net expectation of policymaking in the same unit and of new policies as compared with similar policies in the past, unless the major environmental variables become worse; (4) better net expectations than in any comparable policymaking system; and (5) highly developed search for alternatives, with, at the least, extensive surveys of knowledge. It should also (6) pressure policymaking to be as good as possible, by requiring checking up on the policymaking phases through which the proposed alternative has passed, and by demanding independent simulating of some of them. Finally, it should (7) generally be explicit, and known during all earlier policymaking phases, whose activities it will influence because the various actors will anticipate its verdict. Establishing a "goodness" standard that satisfies these seven conditions, especially condition 6, will obviously impose certain structural requirements, such as that it be slightly redundant, on the policymaking system.
>
> (Dror, 1968:187, 188)

All parts of the metapolicymaking and policymaking systems must be interlaced with adequate communications and feedback mechanisms, which crosscut and interconnect all other phases. The following model illustrates Dror's view of this feedback feature which is accepted.

Post Policymaking

The model on page 49 ends with phase fifteen, motivating the executing of the policy. It is the position advanced herein that motivating the execution of policy, although it is crucial to later success of policy implementation, need not necessarily be a function of the arm of the organization that formulates policy. As argued above, the policy when enunciated may be given official sanction by the legislators in the organization. It will then be given to the executors (who may or may not have formulated it). It will be this latter group that will motivate execution, execute and evaluate. But again, there may be significant participation in these activities with the official sanctioners of the policy. Again the importance of communication and feedback into the metagoal setting, metapolicymaking and policymaking arenas must occur.

The methods of making policy that have been developed using the systems approach as elucidated herein with specific reference to Dror and Amara can be applied generally when the other five models presented by Dye are being considered. Whether it is one of the three structural alternative type groups that is influencing policy primarily, or one of the two idealized functional perspectives that is being employed, the steps to making policy prospectively can be thought of as following in some respects the procedures outlined above. In each case, the details and extent of consideration of each step will differ, but in the general case, the description given is typical of the processes that deliberate policymaking seems to follow. What seems to be called for, is more rigorous application of the knowledges available, so that over-reliance on intuitive methods only can be reduced.

Retrospective Policy

The second sense in which the term policy is used in this study refers to policy that is made as experience accumulates and is

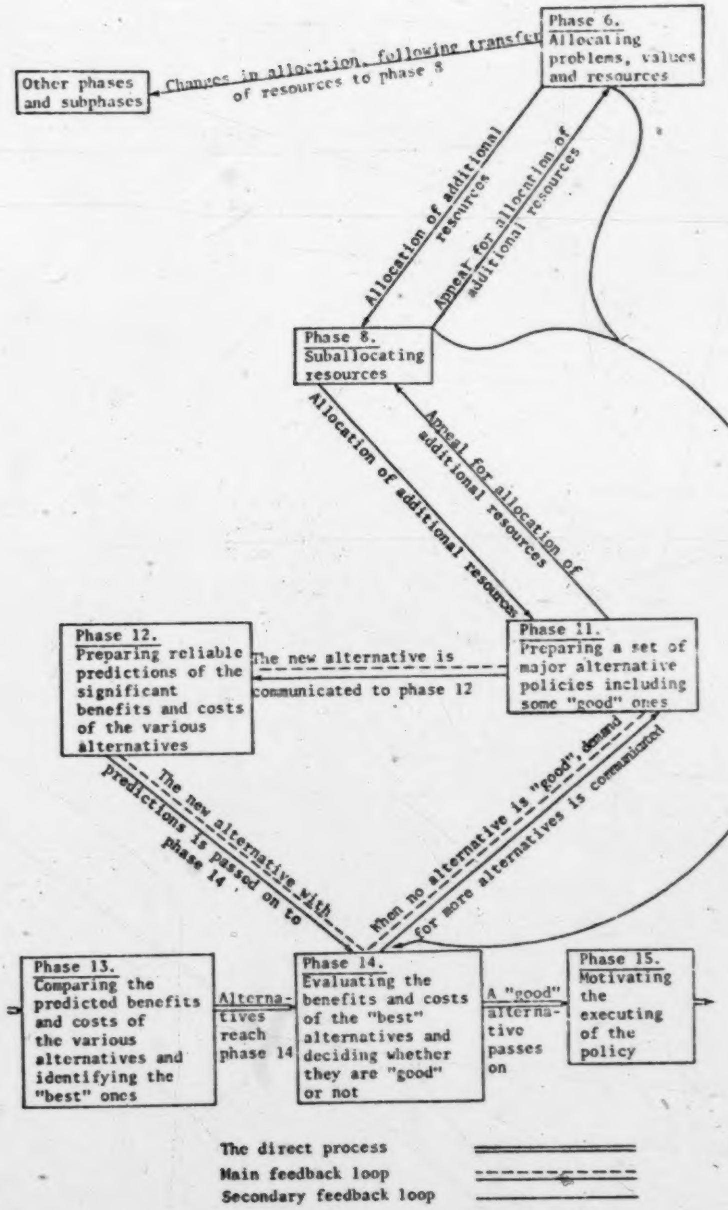

Phase 6.
Allocating problems, values and resources
Other phases and subphases
Changes in allocation, following transfer of resources to phase 8
Allocation of additional resources
Appeal for allocation of additional resources
Phase 8.
Suballocating resources
Allocation of additional resources
Appeal for allocation of additional resources
Phase 12.
Preparing reliable predictions of the significant benefits and costs of the various alternatives
The new alternative is communicated to phase 12
Phase 11.
Preparing a set of major alternative policies including some "good" ones
The new alternative with predictions is passed on to phase 14
When no alternative is "good", demand for more alternatives is communicated
Phase 13.
Comparing the predicted benefits and costs of the various alternatives and identifying the "best" ones
Alternatives reach phase 14
Phase 14.
Evaluating the benefits and costs of the "best" alternatives and deciding whether they are "good" or not
A "good" alternative passes on
Phase 15.
Motivating the executing of the policy
The direct process
Main feedback loop
Secondary feedback loop

FIGURE 6. ALTERNATIVE-SEARCH FEEDBACK LOOPS

(Dror, 1968:195)

only discovered retrospectively; viz., that which has arisen through tacit acceptance of practice and is implicit, latent and unwritten, residing only in the collective perceptions of its formulators and implementers. An explanation of a rationale for considering retrospective policy as a distinct type of policy will be given and some notions about how one might derive such policy from ongoing operations will be explored.

A Rationale

Retrospective policy development or discovery can be rationalized by considering certain aspects of the models presented above. Each of the models seems to accommodate the argument herein presented but reference to systems models most clearly makes the case for the central place that retrospective policy is claimed to occupy in this study.

The development of the rationale for retrospective policy discovery is facilitated by extracting from the arguments presented above relative to development of policy in the prospective mode and the Amara framework, the following simplified diagram of relationships that exist between and among goals, policies and activities of an organization.

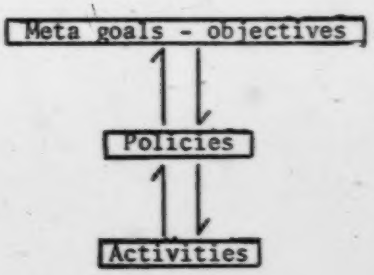


FIGURE 7. PROSPECTIVE - RETROSPECTIVE POLICY DETERMINATION

The three boxes represent goals (meta goals to basic objectives), policies, and activities as descriptors of distinct elements that to some degree exist in all organizations. If organizations have purpose as classic definitions of organizations suggest, goals and/or objectives exist either explicitly or implicitly. If one accepts the definition of policies used herein, it can probably be argued that organizations all operate consistent with policies (again these may only be implicit) which reflect the intent of basic goals. An organization exists to "do" something. What it does constitutes its activities. At this level, because action can be observed, we find something that can be measured and analyzed. The uncertainty surrounding existence of goals and policies does not seem to apply to activities at the operating level of the organization.

A basic activity, and one about which analysis has been undertaken is decision-making in organizations. Two generalized types of decision are characterized by the reversing arrows in the above diagram. These suggest that activities and policy at the lower level are tied together by decisions. Similarly, goal formation and policy creation are linked by higher level decisions. The direction of the decisions depends upon whether one is considering prospective or retrospective approaches. Under the prospective mode, the arrows point down while the reverse is true when the retrospective mode is being utilized. Thus a policy may dictate the type of decision to be made about a particular activity (prospective mode) or a cluster of ongoing activities may be examined, and a decision made to extract a unifying statement or description of the relationships operating, thus resulting in an explicit policy statement (retrospective mode). Alternative methods of extracting unifying policies from ongoing activities and ways of examining the major decisions necessary to facilitate the aggregation of commonalities among activities and decisions into policy statements are discussed below.

Katz and Kahn (1966:260) seem to equate decisions about goals, procedures for achieving goals and evaluating performance with policy and argue that the prospective mode is the appropriate way to formulate such policy. They then consider decisions affecting routine administration and ad hoc decisions as non-policy decisions. The policy-administration dichotomy is discussed at length and dismissed with Gulick's (1937) proposition that modern decision theory should concern itself instead "with the decision between policy veto on the one side and policy planning and execution on the other." Several references are made to the frequent occurrence of ad hoc decisions, each time accompanied by the notation that these "... decisions have precedent value nevertheless, (and) reflect a need for policy which is inherent in the nature of the organizations (Katz and Kahn, 1966:260)."

Furthermore, Katz and Kahn state that "the mere announcement of an official that the policy of the organization will be thus and so is not in itself proof of policymaking ... (but) we should look at the actual systemic changes taking place rather than accepting the statement at face value ... the functioning of a system is not necessarily given in the statements of its leaders no matter how sincere they may be." Thus, it may be argued that Katz and Kahn perhaps unconsciously do consider retrospective modes of discovering implicit policy.

It would be interesting to examine policy manuals of public bodies and compare the adequacy and completeness of those policies with ongoing operation of the system. It is the writer's contention that a wide discrepancy may exist and that in the area of public education, written policy that reflects reality and guides operations is more of a need than an actuality.

One could accept the preferred Katz and Kahn model and opt for more frequent and better prospective policy. All would agree that this is a desirable direction to pursue but since this historically seems to have been the route to such explicit policy as does exist and since there is such a scarcity of public policy statements, perhaps the direction to move if we decide to make policy explicit and reality based is the retrospective route indicated above.

Before proceeding in either direction, however, the caution raised by Dror (1968:235) relative to "Restraints on Permitted Findings" must be considered. When controversial issues are involved there are times when public policy may be to avoid making policy public. In such circumstances Lindbloom's (1959) "muddling through" or Etzioni's (1969) "middling" policymaking may have to satisfice. It would only be within the context of a specific political incident that a decision to move in this direction could be rationalized.

Additional insight into the place of retrospective policy can be gained by further examination of the Amara Framework (Page 32, Figure 4). His framework, by directing arrows to the right seems to be representing prospective policy development. By including inputs to societal processes from the external environment and as a result of internal or ongoing changes, many of the weaknesses ascribed to the strictly rational model of policymaking discussed above are avoided. The problem that may arise, however, is that societal processes may be guided by external societal events and internal societal events to the minimization or even exclusion of inputs that rationally could result from Amara's strategies (policies, plans, programs). If the institutional model was the one which seemed to be being followed, this would not likely happen, for governmental institutions because of their proximity to the decisions and actions of government can be expected to be conscious of the need for planning and policy. But if interest groups or ruling elites were controlling policy outputs, it is entirely possible that their selection of environmental impulses could largely negate planning or policy considerations, in particular instances at least. If this were to happen (and this study contends that it frequently does) policy is not effective in guiding action and may never be explicitly formulated. Methods of aggregating implications of ongoing societal processes resulting in policy statements again seem to be missing. What may be required in the Amara Framework is a feedback mechanism connecting societal processes and strategies where retrospective policy discovery could be accommodated.

One might argue that Amara's attainment category which obtains feedback from societal indicators does in fact allow for explication of implied policy arising out of action. The discusssion of attainment, however, does not seem to include discovery of implicit policy. Attainments are defined as "subjective measures of achievement or accomplishment (Amara, 1972:64)." Perceptions filtered through value screens form the basis of Amara's attainments concept and seem to be most useful in making evaluative judgments. These judgments seem to be an essential ingredient of improved policy formulation in making "go," "no-go," or "modify" policy decisions but the entire description seems to be insufficient to account for the policy-by-extraction process which the term retrospective policy discovery connotes. It may be argued that attainments can only be used as the criterion against which emergent or implicit goals may be judged after a retrospectively derived policy has been enunciated.

Amara's discussion of strategies quoted on page 33 of this study merits further examination relative to discovery of policy by the retrospective approach. He is careful to point out that there are significant relationships between and among policies, plans and programs, i.e., his strategies. The implication seems to be that these three strategies proceed in sequence if policymaking is to be effective. Again, the prospective mode seems to be described. But as far as accommodating the notion of retrospective policy development, perhaps the direction of thinking might be reversed. By considering programs first, plans next and policies thereafter, greater success in discovering what policies in fact guide programs may be experienced. If programs are direct actions and operating rules which are being carried out to meet objectives, the inherent plan must be discernible, for plans exist, for Amara, in terms of objectives. One step further back, i.e., inferring "detailed goals" leads to expression of policy. Viewed in this light, policy, planning and programming could be viewed integrally. The failure in making the relationships more clear may perhaps be a result of trying to impose an unnatural directional bias to a process that more commonly is associated in reverse of the rational model, which again seems to be implicitly assumed.

Discovering Policy Retrospectively

The foregoing discussion seems to suggest several ways by which an analyst may infer and write policy statements from his observations of action. Among possible starting points are analysis of activities, critical decisions, or actual and anticipated crises. If an observer, either participant or non-participant, were to go into a public organization and simply list the activities that are being carried out, cluster them into related areas and analyze both manifest and latent intents of the actions, he may be in a position to infer a policy statement which had implicitly been guiding the actions. Such a task would, in a large organization, prove to be of such magnitude that meaningful, generalized policy statements probably could only be constructed with difficulty. Hence, an examination of critical decisions affecting action may be more productive in that the class of decisions chosen for analysis could be selected to deal with broad policy matters, thus eliminating the many operational or simply administrative decisions that guide minute actions. Hayes and March (1970) used this approach in studying university governance. The problem, however, lies in knowing what decisions are critical, and which ones ought to be included in such analysis. It seems that the only way one can decide whether or not a decision is critical is to reconsider the context in which the decision was made.

Entering the search for explicit policy via analysis of past, present, and anticipated crises, as determined by interview of key personnel in the organization and content analysis of available records of communications may be more effective for the reason that consensus on perception of critical issues may be more readily discernible than identifying major decisions. However, the problem of determining who the key personnel are and whether their perceptions of critical issues are representative remains: a problem not unlike that raised in the preceding paragraph which again can probably only be resolved within a specific context.

The Evenson-Heron Approach

A procedure for policy identification was developed by personnel of the Edmonton Public School Board which may have application to identification of public policy at the government level.

Following proclamation of the School Act, on August 1, 1970, the Edmonton Public School Board addressed the problem of policy identification and policymaking. Evenson and Heron evolved a definition of policy which is similar to the one used herein, described the characteristics of policy, and examined the relationship of policies, regulations and procedures. They then proposed a format for classifying school board policies and sought board sanction to proceed with development of a policy manual. The administration wanted the new manual to reflect intent more nearly than did the existing Davies-Brickell (1960) catalog of regulations that was considered to be the board's policy.

The approval was granted and the Superintendent was authorized to proceed. He delegated the task to a Policy Development Advisory Committee (P.D.A.C.) which in turn delegated organization of the project to Evenson and Heron. In consultation with P.D.A.C., Evenson and Heron identified twenty-eight general areas about which, it was felt, policy should be written. Each member of P.D.A.C. then was made chairman over a few policy areas. Staff was seconded, the public was invited and students were asked to assist in development of a policy statement for each of the twenty-eight areas. These committees were initially urged to write a short but comprehensive policy statement concerning current policy. This they found difficult so they were instead encouraged to visualize an ideal policy and write that. When this had been done, it was relatively simple to move back to the "what is" statement as long as a "what ought" possibility was kept in sight.

Thus twenty-eight statements of policy were extracted from practice and board philosophy.

It is interesting to note that Jantsch's objection to activity such as this (which is mentioned earlier) is anticipated and answered in that the process focussed on policy change. It did not stop at identification only.

Evenson and Heron and P.D.A.C. were able to identify the twenty-eight areas where policy explication was needed because of their knowledge as board employees of the system. Thus their methodology could only be applied in other situations by a participant observer. Somewhat different techniques would be necessary if an external researcher were to objectively identify policy in an organization under study.

Retrospectively Discovered Policy and the Policy Sciences

The discussion of retrospective policy as presented herein seems to suggest that implicit or retrospectively derived policy exists and that it can be made explicit. If these suppositions are correct, then their relevance to the areas identified for inclusion in the policy sciences becomes important. Policy sciences initially are concerned with policy analysis, i.e., identification of policy alternatives. It would seem difficult either to develop innovative policy alternatives or to select the best alternative from among those generated if the underlying or implicit policies guiding current actions were not first made explicit. Thus if improvement of rationality by accommodation of as many factors relating to policy development in the system as is possible is a goal, it is argued that detailed consideration of policy identification or policy discovery by the retrospective route is essential. This process is in need of research and development as much as any other facet of the policy field and, in the opinion of the writer, should form an additional and basic concern of the policy sciences.

Contextual Mapping

A way of examining the factors identified by Amara is provided by Lasswell through his conceptualization of Contextual Mapping which offers perhaps the most comprehensive method of extracting policy from practice.

Lasswell's work rests upon a model of the Decision and Social Process which he develops as follows:

Participants ——————→ seeking to maximize values
(gratifying outcomes) ——————→ utilize
institutions ——————→ affecting resources.

This is developed in Figure 8.

The participants are all who interact in a social context chosen for policy analysis, viz., groups, or individuals and those groups and individuals that shape or share values. Value shapers include active political leaders and officials who share power. Recipients of benefits of the policy become value sharers.

The perspectives are the subjective events experienced by the participants in the social process. Perspectives of identity include the I, me, or the primary ego symbols. The perspectives of demand are preferences and volitions. They are value demands which can be classified under eight base values listed in Figure 8.

Perspectives include expectations, which are matter-of-fact references to past, present or future events.

Myths refer to all relatively stable and coherent patterns of perspective. Doctrinal components of a myth include the more abstract statements (the philosophy). Formula myths refer to prescriptive norms of conduct that are adhered to on pain of deprivational sanction. The miranda are the relatively concrete and expressive elements, such as the popular culture.

The situations are the zones in which interactions occur and include ecological or spatial dimensions, temporal dimensions; are value inclusive or exclusive, crisis or inter-crises as well as organized and unorganized.

Lasswell next considers the importance of base values. Before presenting his categorization, however, it will be useful to investigate a definition of the concept of value.

Argyris (1970:64) says that values are internalized commands. Ross and Van Den Haag suggest that they "are probably best thought of not as particular ends that are desired, but as criteria or standards in terms of which we choose or evaluate such ends 1957:274)." Thus justice, liberty, democracy, wealth, self fulfillment and happiness may be considered to be values for they are criteria or standards which cannot be directly obtained; they are realized only by the attainment of ends which yield these values. Erickson (1962) states that "values are ... concepts, characteristic of the individual ... , of what one ought, in some ultimate sense, to do."

Values do not exist alone. Hence the concept of value patterns or value framework is important for understanding. Graff and Street (1957:120) suggest that:

> Value framework means the careful integration of a number of factors so as to arrive at a concept of what is 'good' for mankind, and what behavioral choices are open to him as he strives to reach this 'good'. The factors involved in such an integration include

Social Process: General

For convenience the social process can be broadly characterized as follows:

Participants	seek values through institutions affecting environment

The process is outlined, with more detail, in the following table:

Participants	Perspectives	Situations	Base Values	Strategies	Outcomes	Effects
Individuals Groups Value Shapers official nonofficial	Value demands Expectations Identities Myths doctrines formulas mirandas	Unorganized territorial pluralistic Organized territorial pluralistic	Positive assets perspectives capabilities Negative assets perspectives capabilities (power, enlightenment wealth, well-being, skill, affection, respect rectitude)	Coercive Persuasive assembling, processing (polarity: multi-, pluri-, tri, bi-, uni-)	Value indulgences deprivations Decisions Choices intelligence promotion prescription invocation application termination appraisal	Values accumulation enjoyment distribution Institutions structure function innovation diffusion restriction

FIGURE 8. A CONTEXTUAL MAP.

(Lasswell, 1971a:19)

> understandings of: (1) the nature of the universe, (2) the nature of man, (3) how things work as causal systems, (4) what is good for man, and (5) what choices are possible.

To summarize, then, when we talk of values we refer to personally held, internalized standards which are based on our innermost convictions of what ultimately is "right" and "good" for man. The values we hold may be thought of as those principles by which we govern ourselves when we are doing what we feel we ought to do and are not necessarily those we profess. Hopefully, man is consistent in his values, but careful observation of self discloses significant contradictions that generally remain unperceived.

Lasswell groups the base values into eight categories under which, it is claimed, the nearly infinite number of preferred value outcomes may be classified. They are:

Value	Institutions with which each value is associated
Power	Government, law, political parties
Enlightenment	Languages, mass media, scientific establishments
Wealth	Farms, factories, banks
Well-being	Hospitals, recreational facilities
Skill	Vocational, professional, art schools
Affection	Families, friendship circles
Respect	Social classes and castes
Rectitude	Ethical and religious associations

When a value is held with sufficient conviction to instigate action, it can be thought of as having been the impetus behind a social force. Extracting from the work of Giddings (1922), social forces are energies that arise both from within and from outside of society.

They are value laden and in an analysis of the social context a description of their variety, strength, and value orientation can provide significant insight into certain environmental influences surrounding a system.

In describing his contextual map, Lasswell defines strategies as the management of base values to affect value outcomes. These value outcomes may be classified as value indulgent or value deprivational for the participants. To be indulged is to occupy an improved position in the social process; to be deprived is to occupy a worsened position.

Lasswell's model of the decision process distinguishes seven power outcomes:

Intelligence	- gathering, processing and dissemination of information.
Promotion	- adds agitational intensity to the dissemination of a value demand.
Prescription	- promulgation of regulations by constitutional conventions, legislatures and assemblies.
Invocation	- the act of characterizing a concrete situation in terms of its conformity or nonconformity to prescription - by policy, juries and courts.
Application	- the final characterization of concrete circumstances in terms of prescription - task of appellate court, and bureaucractic structure in public administration.
Termination	- cancels a prescription and deals with residual claims.
Appraisal	- characterizes the aggregate flow of decision according to the policy objectives of the body politic and identifies those who are causally or formally responsible for successes or failures.

Interaction can be summarized in terms of value shaping and sharing, and especially of value priority, accumulation, distribution, investment and enjoyment. When a value is invested, it is employed in the shaping of further values of the same kind; when a value is enjoyed, it is used to obtain other values. The investment of wealth is a good example. A wealth value is invested when the wealth is used for capital purposes. It is enjoyed when it is used to purchase enlightenment, and well-being.

The effects of interactions can be analyzed by summing gross and net outcomes.

Gross value outcome = value indulgences received

Net value outcome = gross outcomes less value deprivations

Net value change = values at the beginning of a period plus or minus net value outcome at the end of the period.

Institutions refer to the same events that are designated by the value terms; they make it possible to formulate fundamental questions about the interplay between any specific institution and the value-shaping and value-sharing processes which the institution affects, and which it in turn effects.

Analysis of the social process in these terms enables the construction of a contextual map which Lasswell sees as being a central activity in the study of the policy sciences.

Once a contextual map is drawn, examination of specific problems is facilitated, for the map proves a guide to the explorations that are necessary if specific issues are to be dealt with creatively.

Lasswell suggests that five intellectual tasks be undertaken relative to any specific problem. They are:

Goal clarification:	What future states are to be realized as far as possible in the social process?

Trend description:	To what extent have past and recent events approximated the preferred terminal states? What discrepancies are there? How great are they?
Analysis of conditions:	What factors have conditioned the direction and magnitude of the trends described?
Projection of developments:	If current policies are continued, what is the probable future of goal realizations or discrepancies?
Invention, evaluation, and selection of alternatives:	What intermediate objectives and strategies will optimalize the realization of preferred goals?

(Lasswell, 1971a:39)

The five categories of intellectual tasks stress content and procedure, emphasizing that the contextual map must be clarified and drawn so that it is relevant to the five tasks. Alternate preferences should become visible and trends should be apparent if the historical sequences that realized or failed to realize preferred goals are adequately described. Scientific content, bringing necessary knowledge to bear on the problem must be included in the map. This should isolate conditioning factors that have influenced trends. Some indication of future development should also be included in the map. Finally, a contextual map must assist policymakers to invent specific policy objectives that are compatible with goals established and to weigh comparative value benefits, costs and risks. The map can only accomplish these objectives if it contains an adequate description of the social and decision processes that have a bearing on the policy problems that are to be addressed.

A Contextual Map Applied

The foregoing summary of Lasswell's work would, when applied to any policymaking activity, create a climate in which policy issues could be rather comprehensively examined. A contextual map would seem to be of significant benefit when policy was being made prospectively. It would also seem that it might assist in extracting policy statements from practice in a retrospective policy discovery orientation as the following paragraph illustrates.

Suppose that a government becomes interested in submitting its practices and procedures to the analysis of a policy scientist of the Lasswell persuasion. The initial task might be to define the area of immediate interest. Then a map consisting of charts, illustrations, descriptions, models, simulations, and any other communicative device that would shed light on the actors and their complex interactions would be assembled. Doing this would necessitate identification of all participants (as defined by Lasswell), assessing value orientations of individuals, groups and referent organizations according to the eight-part classificatory scheme presented above. Perspectives held, the situations in which the various interactions occur, the strategies employed together with analysis of intended and unintended outcomes and effects would show where the organization is consistent and inconsistent with any professed goals it may have. Attention would have to be given to goal statements, trends, conditions, projections, and alternatives as described on page 64. From an examination of these factors, statements of current implied policy could be drawn and implications for needed change may become apparent. The information could then be fed back to policymakers for further consideration and possible action.

In applying the cognitive or contextual map, certain cautions must be kept in mind. The process is not simple. It requires the assembly of much data by competent researchers using a variety of techniques. In examining government policies, one might mistakenly assume that policies are to be read in the legislation and regulations that are passed. But just as Katz and Kahn (1966:260) caution against tacit acceptance of statements that a policy is thus and so, so must the analyst be careful of too easily being convinced that a law is a policy. Frequently politicians proclaim intent that is not borne out in the legislation that the government enacts.

Summary

This chapter has provided an introduction to the new supra-discipline that has come to be called the policy sciences. Four areas of interest are thought to comprise policy sciences, viz., policy analysis, megapolicy, metapolicy and realization strategy. Policy analysis consists of an approach and methodology for the design and identification of preferable alternatives with respect to complex policy issues. Megapolicy is master policy or the policy which provides a guide for a set of discrete policies. Metapolicy is policy on policymaking. It is that policy which deals with the characteristics of the policymaking system. Realization strategy is an area of interest which relates to practical ways and means of actually improving policy and policymaking through application of the knowledges gained in studying policy.

An operational definition of policy is derived for purposes of the study which suggests that a public policy is a major guideline for future discretionary action. It is generalized, philosophically based and implies an intention and pattern for taking action. Development of policy prospectively is discussed in detail and, following a review of the nature of models in scientific work, an examination of six specific policymaking models is conducted. It is suggested that the elite mass model, the group model, the rational model, the incremental model, the institutional model and the systems model may all be variations of the systems model when viewed in different structural and functional perspectives. Further development of the systems model is next provided and a method for deriving policy prospectively using the systems model is developed.

An argument is next presented for the inclusion of a fifth area of interest in the policy sciences. It is asserted that much policy concerning education at the government level is implicit, unwritten and hidden. It is the policy which guides ongoing actions and is resident only in the collective memories of participants. This refers to policy that is made as experience accumulates and is only discovered retrospectively. A process for identifying such policy is developed and the assertion made that policy identification should constitute as significant an area of interest for policy scientists as do the other four subdivisions of the field of policy sciences.

Finally a description of the theoretical formulation labelled contextual mapping is presented. This conceptualization, it is asserted, provides a comprehensive background and structure for analysis of policy matters in a systems framework.

The purpose of this chapter was to present a conceptual framework and review of the literature against which the writing of the School Act could be analyzed. The analysis based upon the ideas presented herein follows presentation of the narrative and contextual map which appears in Chapter 5.

Chapter 3

RESEARCH PROCEDURES

Overview

The study attempted to test the conceptual frameworks discussed in Chapter 2 by relating the events surrounding development and passage of the School Act to those concepts. A case study is reported from the vantage point of the participant observer (Lasswell, 1971a:74) who was the chairman of the Committee for Rewriting the School Act. Validation and correction for personal bias were secured through submission of material prepared by the observer to selected participants and observers who were associated with the writing project. Access to source material in the Department of Education was obtained through the cooperation of the Deputy Minister of Education and his Associate Deputy.

The Case Study Method

Fairchild (1962) has defined the case study method as follows:

> The method used in social research whereby data are collected and studied which depict any phase or an entire, life process of a unit in its various interrelationships and in its cultural setting. The unit studied may be a person, a family, a social group, a social institution, a community or a nation. In contrast to the statistical method, the case study method gives a more or less continuous picture through time of the experiences, social forces, and influences to which the unit has been subjected.

Selltiz (1963:60) suggests that this approach is applicable to situations as well as the categories identified by Fairchild. The case study method is more of a way of assembling data which may have been collected in the ways enumerated by Fairchild. This method is amenable to a longitudinal approach primarily but when it is used in a restricted time frame as it was used in this study, it closely resembles the critical incident approach.

Identification of Policy

From the list of forty-six major changes made in drafting the initial Committee Report, and related materials, identification of the five major issues addressed by the Committee was made using the basic procedures developed by Evenson and Heron (1971). In essence, their method as adapted to this study was as follows. Two Department of Education observers and three participants on the Committee for Rewriting the School Act were chosen on the basis of their current availability and relative neutrality with respect to controversial issues to assist in the study. They were asked to develop five brief policy statements that included what they considered to be the most significant issues dealt with during the writing process. The individually developed statements were combined by the researcher and refined by the participants and observers until basic agreement on three major policy issues was secured. There was not full agreement on the fourth and fifth suggested areas but a majority of the participants did agree that they also were prime issues addressed in writing the Act.

The Amara framework and the concept of policy identification that is developed above were the focal points upon which this section of the research rested.

The case focussed on the five policy areas identified and is presented according to the contextual or cognitive mapping model developed by Lasswell (1971a).

Data Collection

Files maintained in the Department of Education, newspaper clippings available there, and selected interviews with participants and referent individuals from participating groups to validate the reports of the participant observer were the sources of data used in the study. These were subjected to content analysis for material relevant to the five policy issues identified and for material deemed essential in drawing the cognitive map.

Because content analysis of documents and assembly of the information garnered was the main source of data for this study, a description of the method is provided.

Berelson (1952) defines content analysis as "a research technique for the objective, systematic, and quantitative description of the manifest content of communcation."

The researcher must define his universe, whether it be a portion of the press, statistical records, person or public documents, budgets or any other facet of the relevant communications that are available. He must then draw a defensible sample from that universe (Selltiz, 1963: 337, 509-545) which consists basically of three steps: sampling of sources (which newspapers, radio stations, films, etc., are to be analyzed); sampling of dates (which period is to be covered by the study); and sampling of units (which aspects of the communications are to be analyzed).

The primary method of establishing reliability of classification is to specify clearly the characteristics of statements that are to be placed in a given category and then to use many examples drawn from the source material to illustrate what kinds of statements are to be considered as belonging in a given category (Selltiz, 1963:341).

Delimitations

The study concentrated primarily upon the time period from January 2, 1969 to August 1, 1970. Necessary antecedents to the writing of the Act, particularly where decisions concerning implementation of the project and methods to be used were taken were also reported. There was no consideration of either events or implications of the legislation that emerged in the period following August 1, 1970, the date of proclamation of the Act.

The focus was on the processes of policy identification and analysis. Although implications concerning relative political power of referent groups, the dynamics of change, the legislative process and methodologies employed by the Social Credit Party in Alberta may have been drawn, they were not considered in any definitive way in this study.

Limitations

Restricting the analysis to five major policy issues necessitated the omission of what may be equally significant insights.

An analysis involving all participants on the Committee for Rewriting the School Act would have permitted greater insight into the various perspectives and selective perceptions concerning the activity than this study has permitted.

A time frame extending to the present would have illustrated the continuing nature of certain dilemmas faced by the Committee and would have shown that resolution of all conflicts was not accomplished.

Assumptions

It was assumed that objectivity was achieved despite the limitations mentioned and that the perspectives of the participant observer have provided insights which make the risks of personal bias acceptable. Although such a perspective might be inappropriate for a disciplinary research study, it was assumed that the approach was valid for a policy study patterned after the paradigms of policy sciences, of which this study was considered to be exemplary.

Reliability of reports was assumed on the basis of access to primary source material and reliability checking of reported decisions and events by participants other than the reporting observer.

Chapter 4

IDENTIFICATION OF POLICY ISSUES

Initial Procedures

The writer in consultation with Mr. D. Ewasiuk, A/Assoc. Director of Field Services, and Mr. S. D. Simonson, Communications Consultant, from their knowledge of the School Act and events surrounding its passage attempted to formulate a statement of major policy issues addressed in writing the Act. After some discussion and consideration, a policy statement which might have been written by the Minister of Education as a guideline to follow in writing the Act was constructed. It was as follows:

> To the Committee for Rewriting the School Act.
>
> Write an Act which emphasizes:
>
> A. brevity, clarity, and generality - eliminate redundancy, contradiction, and anachronisms;
>
> B. the rights of individuals by protecting rights to religious instruction and the language of instruction, allowing the right to appeal decisions, allowing all residents equal rights to vote and hold office, allowing citizens open access to the board, and protecting minority interests;
>
> C. a balance between local autonomy and necessary government control, leaning toward local autonomy within necessary constraints;
>
> D. the negotiation process between teachers and boards for resolving decisions affecting local school operation; and
>
> E. Separate School integrity without jeopardizing the rights of persons who are and who are not mentioned in Section 93 of the B.N.A. Act.
>
> ....
>
> The Minister

This constituted the initial phase in policy identification conducted in the study. The statement was formulated by one participant in the actual writing of the Act and two persons who have had a close association with policy issues in the Department of Education, thus following closely the pattern described by Evenson and Heron.

The statement was then circulated to Mr. L. G. Young, M.L.A., who represented the A.S.T.A. as a participant and observer; Dr. H. T. Sparby, Professor of Educational Administration, University of Alberta, retired; and Dr. T. C. Byrne, President, Athabasca University (Appendix A). Mr. Young and Dr. Sparby were both members of the Committee for Rewriting the School Act and Dr. Byrne was Deputy Minister of Education in Alberta at that time. Enclosed with the letter was a memorandum from the Chairman of the Committee for Rewriting the School Act, (Appendix B) a list of major features of the Committee's first proposals (Appendix C), and a copy of the School Act as it was printed in 1970. The panel of three was asked for an independent appraisal of the policy statement so that accommodation of alternate views of major issues would be effected if they emerged. Specifically, the panel was asked to rewrite, amend, or redraft the initial statement or to write an entirely different one which would identify five major policy issues and would have been, had it in fact been written in 1969, the policy statement guiding the writing of the Act.

A summary of responses from Mr. Young, Dr. Sparby, and Dr. Byrne follow.

Mr. Young's response took the form of a memorandum to the writer together with a suggested ministerial directive as had been requested. The differences which he noted between the suggestions given him and the suggested directive which he prepared were based on three considerations. The first was as a result of his experience in the legislature as an M.L.A. with the nature of the authority which a minister normally delegates. The second consideration was based upon a preference for slight differences in wording. The third dealt with Mr. Young's perception of rights to separate schools, financing of education and labor relations. His suggested ministerial directive follows:

SUGGESTED MINISTERIAL DIRECTIVE - PER BRYANT STRINGHAM REQUEST

To: The Committee for Re-Writing The School Act

Prepare a draft Act, having regard to the following:

(a) The desirability to simplify, update and modernize the existing School Act, while respecting the provisions of the British North America Act.

(b) The right of all students to an adequate educational opportunity; the nature and definition of that basic right; the responsiblity of students, parents, school boards, teachers and the provincial government to fulfill that obligation.

(c) The traditional and accepted rights and privileges of individuals with particular reference to religious instruction, language of instruction, appeal of decisions, voting and enjoyment of office, access to school board and other decisions in the public interest, protection of minority interest.

(d) Present government policy, with respect particularly to labour relations and the financing of education.

(e) The implications for the organization and operation of an educational system, arising out of the evolution of our society. Among the major implications for consideration are those of the relative responsiblity and authority for organizations; the possibility of more economic and efficent educational organization; the maximum opportunity for participation of students and parents. Of particular interest to the committee will be the relatively recent evolution in modern, educational facilities, services and techniques; the wide range in population served by individual schools and individual school districts, the progress in teacher education and preparation, the growth of professional school board administration, and the development of community resources which either supplement the educational opportunities, or bear directly on factors which influence the opportunity for learning.

Dr. H. T. Sparby responded by restating the five general issues in the following manner:

A. COMPREHENSIBLITY OF ACT The wording of the Act should be both exact and concise. Eliminate from the present Act all contradictions, anachronisms and obsolete provisions.

B. INDIVIDUAL RIGHTS Freedom with responsibility for individuals to make choices in appropriate areas should be provided for; also the right to appeal unfavorable decisions.

C. LOCAL CONTROL The role of local school authorities should be enhanced and clarified. Only essential Provincial Government controls should be retained.

D. SCHOOL BOARD-EMPLOYEE NEGOTIATIONS Areas for negotiations between school boards, and their employees should be expanded, and negotiation procedures clarified.

E. SEPARATE SCHOOLS Constitutional rights regarding separate schools, as stated in the Alberta Act, 1905, should be retained.

Dr. T. C. Byrne responded by restating the statement of objectives which he had earlier given to the C.E.A. They were as follows:

1. To eliminate through consolidation, transfers of responsiblity, and withdrawals, many of the sections in the School Act that had been developed in response to specific issues over a period of years.
2. To rewrite legislation with a view to improving its clarity by removing wordy legalistic sections.
3. To transfer many items of decision-making from the rigidity of legislative enactment to the flexiblity of local administration.
4. To enhance the role of local school authorities through more independence in decision-making.
5. To commit a greater number of decisions affecting local school operation to the negotiating process between school boards and their staff.

The three responses in their entirety appear in Appendices B, E, and F.

Analysis of Responses

Mr. Young's response is illuminating with respect to delegation of authority to develop policy. It is his feeling that certain limits on authority existed, whether they were made explicit or not. Although his wording of the possible directive to the Committee is somewhat different, the substance is essentially the same as the one that had been suggested in the circular.

Dr. Sparby's response agreed in most respects with the suggested policy directive that had been sent to the panel. Again the wording is somewhat different but the concepts are the same as those originally developed.

Dr. Byrne referred to the statement that he had made at the 1970 C.E.A. convention and used the same listing of purposes for rewriting the School Act as a statement of policy. Dr. Byrne's first and second points are, in combination, what was intended in point A of the statement sent to the panel. His points three and four seem to be subsumed under point C of that statement. Thus it would seem that point B, an emphasis on the rights of individuals, and point E, the place of Separate School legislation were not thought by Dr. Byrne to form major thrusts in the rewriting of the School Act. He did agree that the negotiation process was one of the central thrusts addressed in writing the Act.

Five Policy Issues

In summary, then, the policy identification activity undertaken disclosed general agreement among the participants on three policy issues, viz., the comprehensiblity of the Act, an accent on local autonomy, and reliance on the negotiation process for resolution of many local relationship problems between boards and their employees. With one exception, all of the participants in the policy identification activity agreed that emphasis on individual rights and the retention of Separate Schools under the existing constitutional guarantees were also significant policy areas that were basic to the rewriting of the Act. While the two issues deal substantively with the same or similar concerns with human rights viz., the rights of individuals in general and rights of Separate School supporters specifically, the majority of the participants agreed that the Separate School issue was sufficiently unique to consider it as a distinct policy area.

It will be noted that the policy related to comprehensibility of the Act is descriptive of the literary content of the document and not to substantive, legislated issues. Despite this difference in content of the issues identified, it was illustrated that the matter of format and expression in the completed Act was a matter that was of concern in a policy sense to the various interested parties associated with the writing of the Act.

Chapter 5

WRITING THE ACT

Methodology

Files have been maintained in the Department of Education of all materials and correspondence associated with the writing of the School Act. Submissions from organizations, school boards, associations and individuals are available and indexed. In addition, the Department of Education maintains a file of all newspaper articles produced in the province which have a bearing on education. In assembling data for this study content analysis of the available materials was carried out, i.e., a selection was made from the correspondence, submissions and newspaper clippings of those items which would provide a chronology of the events that transpired just prior to and during the writing process.

Overview

This chapter presents a chronology which provides a background against which further analysis can be viewed. A contextual map of the social climate in which the act was written is also presented in an attempt to describe in as complete a manner as possible the environmental and contextual variables which affected the rewriting of the Act.

Background

The first recorded reference in the file of the Department of Education to a major revison of the School Act was found in a memorandum from Dr. T. C. Byrne, Deputy Minister, to Hon. R. Reierson, Minister of Education under date of July 30, 1968. Dr. Byrne indicated that the question of revising the School Act had been under consideration for several months and had been delayed pending completion of the revisions to the Municipal Act. Attention was drawn to the need for reorganization of the Act to make information much more readily available. Dr. Byrne indicated that both the Alberta Teachers' Association and the Alberta School Trustees' Association had made representations to the government, pointing out that much in the Act was designed for the operation of schools many years ago. It was argued that Ministerial authority for a variety of actions such as approval to sell a building of any type was probably no longer required.

Dr. Byrne suggested that after Mr. A. B. Wetter, Assistant Director of School Administration had set out certain sections that were in need of review, a meeting should be called of interested groups to explore further the directions that the revision might pursue. The matter of manpower to complete the task was raised and it was suggested by Dr. Byrne that one of the Superintendents or High School Inspectors could be seconded to work on the project along with assistance from someone trained in the drafting of legislation. The memorandum ended with a request for clarification of whether the government wanted the revision to take place.

The Minister of Education responded to Dr. Byrne's memo on the following day, giving tacit approval to proceed. After stating that he had given some thought to the matter of revising the School Act, he suggested that consideration be given to assigning Mr. Wetter to dedicate six months to the task, with the help of one solicitor. He then suggested that a full scale meeting with interested parties be held and that it be followed up by appointment of an advisory or consultant group composed of Mr. Wetter, a solicitor, and representatives of the A.T.A. and the A.S.T.A.

Shortly after the Minister's memo was received by Dr. Byrne its contents were discussed with Mr. Wetter and the Director of School Administration, Dr. L. G. Hall, during which discussion Mr. Wetter, according to his own statement given to the writer, declined to accept the assignment, given the continued responsibility to perform in the office of Assistant Director of School Administration.

The next memo on file is Mr. Wetter's comments concerning the sections in need of revision. He cautioned that additional time may become necessary to complete the revision, making it seem that initial expectations were that the draft act would be debated in the Spring Session of the Legislature in 1969. Mr. Wetter's general proposals for revision follow:

General Proposals for Revision of the School Act

1. Establishment of public school districts by petition is no longer practical nor used. Districts are established from recommendations received from school boards and superintendents.
2. Similarly some of the procedures relating to the establishment of separate school districts could also be revised without interfering with rights now enjoyed.
3. The union of a separate school district with a divisional public school district needs to be simplified.
4. All references to consolidated school districts should be deleted. There are only four left: Barons, Lousana, Falher, and Lodgepole. These could easily be handled by a general provision, dissolution or establishment of one district.
5. Annual meetings in divisional districts are no longer significant.
6. It is questionable whether centralized school boards, and local school boards in divisions and counties should be retained

because of such limited powers. Many counties and divisions no longer encourage or recognize local school boards.

7. The sections on the issuing, sale and refunding of debentures should be rewritten. They are out of date having been retained over the years without revision.

8. The parts relating to conveyance and tuition fees are also out of date especially with the developments of vocational schools and the introduction of the semester system. In fact this part has already presented problems.

9. With data processing coming into use, sections referring to records such as school attendance need to be changed.

10. Those sections relating to principals and other supervisory staff, suspension and dismissal of teachers, termination of designation and transfer need careful study in any revisions as they have been before the legislative committee on numerous occasions.

11. Many of the approvals of the Minister of minor importance now required could be eliminated.

12. Election procedures and votes on by-laws and plebiscites need detailed study. At present municipal officials conduct votes for non-divisional towns and districts. Village school districts could be included. In the case of divisions in the absence of a voters' list the voting might be handled by a system of registration, especially when proprietary electors are involved. A system of registration is now possible under The Municipal Election Act. There is presently misunderstanding by people between the application of municipal requirements and school requirements in conducting polls.

13. There should be some provision for Indians to have exactly the same privileges and obligations as is now applicable to other electors.

14. There could be a rearrangement of sections for quicker reference. However, this criticism of the Act is not as valid as it would first appear. There is always some conflict between topical and alphabetical arrangements.

On the same day that Mr. Wetter's proposals for revision were submitted, Dr. Byrne addressed a memo to Dr. Hall, Mr. Wetter, and Dr. R. E. Rees, Chief Superintendent of Schools concerning selection of someone to work on the proposed revision. It was noted that when someone had been selected, clearance to call in representatives of interested groups had been given by the Minister. It was suggested that the most significant problem remaining was selecting and transfering the appropriate person to carry the revision through.

A memo from Dr. Byrne to Dr. Rees, Dr. Hall, and Mr. Wetter dated October 1, 1968 indicates that serious consideration was being given to moving Mr. B. L. Stringham to Edmonton during the winter to work on the revision. Plans to call in all of the organizations involved to discuss the revision were also mentioned.

At the A.S.T.A. convention in Calgary on November 4, 1968 an interview of Mr. Stringham with Dr. Byrne, Dr. Hall, Dr. Rees, and Mr. Wetter was conducted. On the following day it was suggested that Mr. Stringham would likely be transfered to Edmonton effective January 2, 1969.

During the convention the following resolution was passed by the trustees:

> That The School Act be rewritten in its entirety by a special work group appointed by the Minister of Education and representatives of the various bodies interested in education in Alberta.

Later comment indicated that their reasons for making the request were as follows:

1. Many of the amendments to the Act over the years have resulted in a patchwork that has not always been quilted into a consistent philosophy of education that should prevail in the spirit of The Alberta School Act.
2. Many of the provisions of The School Act are in the form of regulations. It is contended that legislation should constitute overall policy and that regulations pursuant to these policies should form a separate document.
3. The School Act is unclear in a number of instances. For example, the school year and the teacher's contract year may or may not coincide. Generally, they do not coincide in practice. The school year is defined as "the period beginning on the 1st day of July in any year and ending on the 30th day of June

> in the following year" (section 377). The contract year for teachers, in practice, generally runs from September 1 to August 31.
>
> 4. The Act is very specific about some matters of school organization and administration and silent on others. For example, it specifies that the school year shall contain as nearly as possible 200 school days but does not specify whether the board may require teachers to attend periods of orientation for special purposes outside of regular teaching duties.
>
> (A.S.T.A. 1969 Annual Brief to the Cabinet)

The press reported passage of the resolution (Edmonton Journal, November 5, 1968) and an editorial comment in the St. Paul Journal (December 4, 1968) urged rewriting of the Act, suggesting that school laws were many and too restrictive.

On November 28, 1968, Dr. L. G. Hall wrote to the Minister of Education, Hon. R. Reierson informing him of his Department's intention to move Mr. Stringham to Edmonton in January, 1969. The Minister's approval was sought and evidently was obtained.

The next recorded development leading toward implementation of the project was the December 19, 1968 meeting of the Department's Committee on Legislation and Regulations. That meeting was attended by representatives of the Alberta School Trustees' Association, The Alberta Teachers' Association and the above named representatives of the Department of Education. Dr. Byrne was chairman. After opening the meeting, Dr. Byrne discussed revision of the School Act. Minutes of the meeting contain the following account:

> The Chairman discussed the tentative plans for a complete revision by a committee consisting of representatives of the A.S.T.A., the A.T.A., the Department of Education and the University under the chairmanship of Mr. Stringham. He will assume his duties shortly after January 1, 1969. Members of the A.S.T.A. expressed the opinion that because the roles of both Associations are different, Mr. Stringham should first consult with each Association before

convening the committee, and also that an opportunity for testing the application of the revision be on a broader basis. Dr. Keeler (Executive Secretary of the A.T.A.) thought that consultation should be on a committee level at all times. Dr. Byrne summarized the following steps that might be followed:

1. Exploratory meeting with the A.S.T.A.
2. Exploratory meeting with the A.T.A.
3. Committee meetings (the most important step)
4. Submission to a larger committee
5. Final draft.

It was agreed that an opportunity should be given to all those interested to make submissions to the committee appointed.

The possible makeup of the committee in addition to the chairman might be, two from the A.S.T.A., two from the A.T.A., one or two from the Department, one from the University, if obtainable.

(Minutes of Meeting of Committee
on Legislation and Regulations,
December 19, 1968)

Initial Activities of the Committee

Thus the project after many months of preparation was launched.

Initial activities centered on the chairman becoming acquainted with the dimensions of the problem. Considerable time was spent in studying the current Act and comparing it with school legislation in neighboring provinces. The relevant sections of the B.N.A. Act, the Alberta Act and the School Ordinances of the Territories prior to 1905 when Alberta was formed as a Province out of the Northwest Territories were examined. By January 9, 1969 the Minister of Education, Hon. Robert C. Clark who had replaced Mr. Reierson in December of 1968, asked for and received the following progress report on the revision project:

PROGRESS REPORT

The Department has named Bryant Stringham as Chairman of a Revision Committee. A. B. Wetter was named to act on the Committee for the Department.

Dr. G. L. Mowat (Chairman of the Educational Administration Department of the University of Alberta) suggests that either Dr. H. Sparby or Dr. F. Enns of the University of Alberta serve on the Committee. The invitation to one of them will go forward from the Deputy Minister's Office.

The A.T.A. and A.S.T.A. will each name members to the Committee at meetings to be held January 18, 1969.

At this time, it appears that neither the A.T.A. or the A.S.T.A. wish to pursue the matter of exploratory meetings with the Chairman.

The following interim statements of philosophy and procedure subject to revision and addition have been enunciated:

a. The revised act will be a minimum document, reflecting permissive policies with a minimum of prescriptive sections on the premise that the least legislation is the best legislation.

b. Preservation of local autonomy and control wherever possible is to be an underlying principle in the revised act.

c. The act will be reorganized, cross referenced if possible and contain an expanded index.

d. Outdated sections will be revised where possible.

e. The revision will effect greater harmony between the act and

   1. The Municipal Government Act
   2. The Municipal Election Act
   3. The County Act
   4. The Labor Act
   5. The Department of Education Act
   6. The Municipal Taxation Act, and
   7. Other Acts and regulations as required.

Following public announcement of the Revision Project, letters will be sent to:

a. Home and School Association

b. Division of Educational Administration, University of Alberta

c. Division of Educational Administration, University of Calgary

d. Alberta School Superintendents and Inspectors Association

e. Conference of Alberta School Superintendents

f. Association of Counties and Municipalities

g. Dean R. J. Leskiw, Faculty of Education, University of Lethbridge

requesting submissions regarding the revision.

> At the same time, a press release will be issued which will invite submissions from interested individuals and organizations.
>
> Examination of the Acts to date suggests that reorganization of the Act in its entirety will be needed. In addition, at least 145 specific sections appear to need detailed review.
>
> (Department Files, January 9, 1969)

By January 23, 1969 appointments to the Committee were identified and letters of invitation to the first meeting of the Committee were mailed. Dr. H. T. Sparby was to represent the University of Alberta, Mr. W. G. Schmidt and Mr. R. D. Gruenwald were to represent the Alberta School Trustees' Association, and Mr. H. A. Doherty and Mr. W. L. Hughes were to represent the Alberta Teachers' Association. The letter of invitation repeated much of the content of the report given to the Minister on January 9. It also attempted to focus attention to concerns thought to be of immediate import by the chairman as is evident in the following quotation:

> To date I have given some attention to the Act and certain other legal documents and commentaries with a view to identifying areas in need of revision. Many details need alteration as has been pointed out consistently for several years. But the crucial problem now facing us is to identify the basic principles of school government that the revised legislation should reflect, to clearly state them so that a rational, properly delimited but comprehensive document can be prepared for the Legislature. Many suggestions for alteration of specific sections of the Act have already been received and we will no doubt receive many more, but decisions about the overall design and structure of the new Act are needed now.
>
> I have tentatively set February 11th at 1:00 p.m. in Room 622 of the Administration Building here in Edmonton for our first meeting. Would you please let me know if this date is satisfactory. Before the meeting it would be appreciated if you would try to formulate those principles of good school legislation that you would like to see incorporated into the Act into some form that we can

> share at the meeting. If we can consider these and perhaps look at possible ways of rearranging the parts of the Act into a more meaningful sequence, I believe our agenda will be sufficiently full.
>
> In the meantime, if the organization you represent or if you personally have suggestions for items that need review, please note them and submit them as they occur so that in our further meetings we may give consideration to all aspects of the Act that have been legitimately called into question.
>
> (Letter from B. Stringham to Committee members, January 23, 1969)

While the letter referred to immediately above was in preparation, Hon. R. C. Clark, Minister of Education notified Dr. Byrne that he felt it would be desirable to appoint a representative of the Alberta Catholic Trustees' Association to the Committee (January 17, 1969). On January 30, 1969 Hon. R. C. Clark invited the president of the A.C.S.T.A., Mr. J. Murphy, to nominate a representative to the Committee. On February 6, 1969 his reply was received appointing Mr. S. T. Rusak, Executive Director of the Association to the Committee. On February 10 Mr. Rusak was invited to attend the initial meeting of the Committee scheduled for the following day.

It was at this time that the first press coverage of the rewriting project appeared. On February 7, 1969 the Edmonton Journal printed a story concerning the need for the Act to be rewritten, the appointment of the Committee and the attitude of various interest groups toward the project. On February 10, 1969 an editorial in the Edmonton Journal called upon the government to formulate a consistent philosophy of education prior to making any attempt to rewrite the Act. The Red Deer Advocate on February 12 repeated the Journal argument and called upon the government to disband the Committee. Although later events indicate that wide acceptance of this position may have been held, little comment was generated initially and the work of the Committee continued.

First Meeting of the Committee

The first meeting of the Committee for Rewriting the School Act was held on February 11, 1969 with all representatives present. Discussion centered first on whether the Committee was to suggest a revision of the Act or rewrite it completely, a position advocated most energetically by the A.S.T.A.. It was clarified that the task was visualized as a rewriting activity - that simple revision was not sufficient in view of the number of problems that the existing Act was considered to contain.

The advisory nature of the Committee was outlined. Quoting from the report of the first meeting of the Committee, the way in which the Committee would work with the Chairman can be illustrated:

> It was agreed that after divergent views are clearly explained, the members would work toward an intermediate position based on the present Act, reasonable compromise, or on a new approach to the problem, realizing that the Legislature may, in its wisdom, make alternations before the new Act passes the House.
>
> It was noted that the Chairman has been charged by the Department of Education with doing the actual work of rewriting. The plan of action he has been given is that once the basic principles of the revision have been established by the committee and approved ..., he will spend considerable time in preparing drafts of the new Act. The committee will meet periodically as the revision progresses to review all suggestions received from throughout the Province and give direction to the actual rewriting. Points of disagreement, suggested additions, deletions, omissions, clarifications, matters of format, organization, etc., will be examined in detail. The process will be repeated until the committee can agree that the draft before it represents the best solution which collectively can be justified to school legislation in Alberta.
>
> (Report of the Committee for
> Rewriting of The School Act,
> February 11, 1969)

It was noted that the draft produced by the Committee would be subjected to the widest possible public scrutiny and to redrafting by the Attorney General's Department where revisions thought to be important by the government would be made. It was anticipated that a bill would go before the Legislative Assembly in the spring of 1970.

The balance of the first meeting was taken up with examination of a statement of principles prepared by the Chairman. Presentation of those principles accompanies the discussion of value positions taken in rewriting the Act.

First Drafts

Based on the principles discussed at the first meeting and working according to the general outline of the revised Act that seemed to suit the majority of the members, the work of writing the preliminary drafts began. Initially three parts in a revised format were distributed to the Committee members. When copies were duplicated and delivered to "selected" small boards anonymously, concern among several small boards was raised for they mistakenly thought that the very brief statement that had been produced was to be the new Act in its entirety. At the second meeting (April 24, 1969) regret was expressed that the confidentiality to which the Committee had initially pledged itself had not materialized. It was then agreed that preliminary work would be referred to the immediate associates of the participants but would not be spread further until a completed document was available.

In a meeting held at the Edmonton Inn in early March and reported in the Edmonton Journal on March 10, 1969, representatives of the A.S.T.A. were informed by the Chairman of the Committee that the work of the Committee had only begun but that it was the intention of the government to have a draft of a new School Act before the Legislature in the spring of 1970. On March 11, the Edmonton Separate School Board and March 12 the Edmonton Public School Board both were reported in the Edmonton Journal to have passed motions unanimously requesting the government to delay the bill until 1971. The purpose for the requested delay was to allow boards time to prepare submissions and to react to drafts. The Separate School Board in Edmonton specifically wanted to be assured that it would have the final draft in its possession at least six months before introduction of the bill in the Legislature. The Minister responded by initiating additional publicity respecting the project. The Chairman gave details concerning the first meeting and submissions received by the Committe which was reported in the Edmonton Journal on March 26 and April 1, 1969. In addition, a press release was distributed to all Alberta daily and weekly newspapers inviting public participation in submitting proposals for change to the Committee. These continued to appear across the province throughout the month of April.

Subsequent Meetings

At the second Committee meeting, a representative of the Alberta Federation of Home and School Associations was present. Shortly after the first meeting, several interest groups, including the A.F.H.S.A. were circularized informing them of the work of the Committee and inviting submissions. In reply, Mrs. Lorna Haddow, President of the A.F.H.S.A., requested the Deputy Minister of Education to permit the Alberta Federation of Home and School Associations to be seated on the Committee (March 11, 1969). After some discussion with the Minister of Education and the chairman, notice was sent to Mrs. Haddow on April 3, 1969 that the Association was invited to nominate a representative to the Committee for Rewriting the School Act. Accordingly, Dr. E. G. Mardon, Professor of English at the University of Lethbridge was named as A.F.S.H.A. representative. He attended meetings of the Committee from the second meeting until the project was completed.

The major work of the Committee was completed in ten meetings held in 1969 on February 11, April 24, May 13, May 30, June 17, June 24, July 17, and 18, and July 29 and 30. The work consisted of reacting to the briefs submitted, revision of the drafts presented by the Chairman, and reconciling of divergent viewpoints where possible. Some changes in personnel were experienced occasioned by illness, retirement, and changes in assignment within organizations. Perhaps the most controversial aspect of the deliberations of the Committee occurred when compromise of polar positions was found to be impossible. In these instances, which in the main dealt with contracts and conduct of schools, the position of each referent group was clearly stated. The Chairman then attempted to write a section which was somewhere between the two views. While the various interest groups never agreed to these attempts to mediate differences, closure on debate occurred when arguments on each side seemed to abate. Thus there were many sections that persisted into the final report of the Committee and eventually into legislation that did not have the support of many members of the Committee, not to mention the outright opposition that continued to be expressed by the groups represented.

Bulletins

During the rewriting process two bulletins were distributed throughout the province advising the public of the progress of the Committee (May 14, and June 24, 1969). These attempted to ensure the continued flow of briefs to the Committee and provide items of proposed change toward which interested persons and organizations could react. Basic principles, procedures, and lingering concerns were expressed. Illustrations of unresolved questions were given in an attempt to elicit public response. The fact that slightly in excess of one hundred briefs were eventually received seemed to indicate that this attempt to work in the open was productive.

However, the project was seldom without critics. On April 3, 1969 the voice of probably the most influential critic was reported in the Calgary Herald as follows:

> Alberta education officials will need more than three months to give the provincial government sensible proposals on re-writing the School Act, if the job is to be done properly, an Edmonton school superintendent said Wednesday.
>
> "To revise the act in three months is going to be nothing more than a cut-clip-and-paste job," Dr. R. W. Jones told trustees at an Alberta School Trustees Association seminar in the Highlander Hotel.
>
> Dr. Jones, recently-appointed superintendent of Edmonton public schools, added that he was involved in working on revising the school code in a Colorado school district.
>
> "It took three full years," he said.
>
> Dr. Jones was referring to Education Minister Robert Clark's announcement that the government wants to prepare a rewritten act for consideration at the Legislature session next year.
>
> 'SAME OLD NOTIONS'
>
> "To revise the act in a couple of months, we'll just carry over the same old notions of strong pressure groups and wind up with the same sort of problems we have now," Dr. Jones warned trustees.

On April 9, 1969 an editorial in the Calgary Herald supported the position taken by Dr. Jones as did the Lethbridge Separate School Board (Lethbridge Herald, April 11, 1969) and the Calgary Public School Board (Calgary Herald, April 23, 1969) whose Superintendent, Dr. Robert Warren expressed concern that the objectives of the Minister and the Committee were not known by the board. The Minister of Education responded in the media (Calgary Herald, April 24, 1969) by suggesting that the new Act would provide "a framework for the school system of the 1970s," that it would represent a comprehensive restructuring of primary and post-secondary education in Alberta. He cautioned that "you don't write educational philosophy into legislation. You can't." He then noted that pressure to rewrite the legislation had originally come from boards and that they now should avail themselves of the opportunity to influence the directon that the new Act would take. He gave assurances that the government would continue to hear representations throughout the period of the rewriting.

Probably in response to Bulletin 1, an editorial in the Calgary Herald on May 2, 1969 seemed to approve the ideal held by the Committee that the new Act should be a minimum document. It pointed out that there is still room for concern in that ideal, for in creating a minimum document, removal of specific provisions could lead to abandonment of basic standards. In the words of the editorial:

> By all means, keep the new School Act as simple as possible. But let's not make it an open door for confusion and disorganization. And let's not make it an escape hatch which the provincial government can use to get out of carrying its fair share of the education-cost load.
>
> (Calgary Herald, May 2, 1969)

The Worth Commission

On May 7, 1969, newspapers across the province reported two developments in education that were to have significant effects upon the rewriting project. Announcement of the appointment of Dr. Walter H. Worth to head a Commission on Educational Planning appeared in both the Edmonton Journal and the Calgary Herald. The terms of reference for the Commission included responsibility to enquire into current social and economic trends and to examine the needs that individuals would likely have during the next two decades. Thus the demand that the Government consider the basic philosophy underlying education in the province was met and attention seemed to be focused away from what had earlier been a concern with respect to the School Act. On the same day rather detailed coverage of the contents of Bulletin 1 was given in the Edmonton Journal and the Calgary Herald. Headlines concentrated on the probability that boards would receive more freedom and that permissive policies were favored by the Committee.

On May 10, 1969 the Edmonton Journal and the Calgary Herald both reported a speech given by the Minister of Education in a seminar at the University of Alberta sponsored by the Alberta Education Council. In the speech, Mr. Clark indicated that the new Act would not attempt to write new educational philosophy but would develop guidelines for school boards in the 1970's. He said that it was his expectation that the Act would only provide broad general parameters for the goals of the education system.

Banff Seminar

The June 3 issues of the Edmonton Journal and the Calgary

Herald contained reports of proceedings at the Secretaries' Short Course and Trustees' Seminar held in Banff. At the opening session on June 2, 1969 the Chairman of the Committee gave an outline of some of the matters that had been discussed by the Committee and also reported some of the ideas that had been submitted in the briefs that had been received to that date. The trustees reacted with alarm that so many matters were to be considered by the Committee and result in a draft within such a short time. Led by Edmonton Public School Board Chairman, Mr. J. D. Bracco, a motion was passed "requesting the government that the proposed major revision of the School Act be presented to the Legislative Assembly not earlier than 1971. (Edmonton Journal, June 3, 1969)."

On July 3, the Medicine Hat Separate School Board sanctioned the above mentioned motion (Medicine Hat News, July 3, 1969).

The July 9, 1969 issue of the Edmonton Journal reported a meeting with representatives of the four urban boards of Edmonton and Calgary with the Minister of Education during which Mr. Clark was reported to have confirmed the government's intention to present the Act to the 1970 session of the Legislature. He gave assurances again that the boards would have ample time to study the proposed legislation before it went to the Legislature.

Demands for delay from boards seemed to diminish in frequency and intensity after this statement was made although, as will be seen, they continued to come but from another source.

The Committee Report

On August 18, 1969 the results of the Committee's work was made public and was prefaced by the following comments:

> This document is the result of the work of the Committee for Rewriting the School Act and represents an initial suggestion for a new School Act. The Committee members have examined some 100 briefs, consulted numerous interested and informed individuals and have tried to seek consensus on direction for change. The result is a compromise which is as close to agreement as the Committee members could come.
>
> Public reaction to this proposal is essential and should be directed to:
>
> The Deputy Minister
> Department of Education
> Edmonton, Alberta
>
> Modification of the proposal will be continuous from now until the new Act is passed in the Legislature. The Department will prepare revisions in consultations with the Legislative Counsel. The Committee for Rewriting the School Act will also continue to meet and suggest revisions as public appraisal is received. The opportunity to influence the revision process or to suggest major changes is open to all.
>
> (Preface to the Committee Proposals,
> August 18, 1969)

On the same date that the proposals were made public they were also delivered to the office of the Legislative Counsel within the Department of the Attorney General for redrafting into correct legal form. Lawyers worked continuously on the proposals from August 18, 1969 until January 19, 1970 when the proposals in bill form were sent to the Queen's Printer in preparation for presentation on the floor of the Legislative Assembly. While this legal drafting was being accomplished, numerous suggestions for change were received by the Deputy Minister of Education. Most of these suggestions, whether they came from boards, teachers, the general public or the press were related to specific policy issues and not with procedures being used in writing the Act or with whether or not the project should be continued as had been the case earlier.

The Minister's Conferences

To encourage discussion and reaction, two conferences were sponsored by the Minister during the fall of 1969. On October 16, 17, and 18, a conference on Urban Education was held in Calgary and on October 23, 24, and 25 a conference on Rural Education was held in Red Deer. At both conferences the proposed Act was discussed and debated with general acceptance of the principles enunciated in the document receiving some approval (Calgary Albertan, October 25, 1969). Detailed accounts of reactions to various policy issues follow.

External Inputs

The convention of the Alberta School Trustees' Association held November 2 to 5, 1969 and a Seminar on the School Act sponsored by the Alberta Federation of Home and School Associations on November 18, 19 and 20 in Calgary provided additional suggestions for change. At those meetings the decision to proceed with the legislation in 1970 was reconfirmed (Calgary Herald, November 4, 1969).

During the A.F.H.S.A. seminar, the Minister of Education suggested that consideration was being given to putting some kind of limit on supplementary requistions including the possibility of a plebiscite on locally-financed school programs. This matter was to be the subject of considerable conflict as the project continued.

The Legal Draft

All suggestions were discussed within the Department of Education, with the attorneys in the Department of the Attorney General and with the Committee in two additional meetings held on November 26, 1969 and January 7, 1970. The role of the Commiteee, though, had changed abruptly. Its voice was only one of many urging adoption of those points of view on which it could secure consensus. The Department, together with the legal draftsmen in the office of the Legislative Counsel, considered all proposed amendments, amended them where differences between the Committee's compromise postions and legal realities and government policy were found and released a legal draft on December 15, 1969. As could be expected, there were many changes in the second release. It was written in a much different style of expression because four lawyers had cooperated in a virtual rewriting of the proposals into a legally correct form. Many other changes were noted which were attributable to amendments suggested by the public, policy decisions taken by the government, and interim points of view inserted with the Minister's approval for public debate and eventual resolution on the floor of the House.

Reaction

Reaction was immediate and explosive. The Alberta Teachers' Association suddenly became vocal, condemning the new provision that allowed regulations limiting requisitions by means of a plebiscite to be passed, and objecting strenuously to certain provisions dealing with teachers' contracts, teachers' duties and regional bargaining. Dr. N. P. Hrynyk, Associate Executive Secretary of the A.T.A. suggested that adoption of the principle of regional bargaining would render school boards obsolete (Calgary Albertan, December 19, 1969). There was lamentation at the removal of the provision to allow Indians to sit as trustees, even though the reason was that representatives of the Indians had requested the deletion (Calgary Herald, December 22; Calgary Albertan, March 4).

A.T.A. Emergency Meeting

On January 3, 1970, the A.T.A. announced that it would hold an Emergent Representative Assembly on January 10 to protest "recent proposals by the education department to amend the new School Act (Calgary Albertan, January 3, 1970)." At the meeting, a demand to halt implementation of the School Act was endorsed. Chief reasons advanced for this position was a feeling that insufficient time had been allowed for thorough discussion of controversial sections that appeared for the first time in the draft that was released on December 15, 1969 and those discussed in the preceding paragraph. The Minister, though invited to attend the meeting, did not appear, but sent his Deputy Minister, Dr. T. C. Byrne and the Chairman of the Committee to represent him. This did little to meet the expectations of the A.T.A. representatives assembled (Calgary Albertan, January 12, 1970).

Six Per Cent Ceiling

A corollary development had its impact upon public reaction at this time. An announcement was made by the Minister that boards would be held to a six per cent ceiling on supplementary requisitions during the current year. This combined with proposed legislation to implement a plebiscite provision in the new Act attracted the denunciation of both boards and teachers (Calgary Herald, January 15, Calgary Albertan, January, 12), although individuals writing to the Minister and to the press seemed to favor control of school budgets by whatever method (Calgary Herald, January 16, Calgary Albertan, January 20).

First Reading

On February 18, 1970, Bill 35, An Act Respecting Schools was introduced into the Legislature and given first reading. In introducing the Bill, Hon. R. C. Clark announced that the public would be invited to present arguments for and against provisions of the Bill to the Standing Committee on Public Affairs, Agriculture and Education on March 3 and March 4, 1970.

Public Hearing

At the hearings, twenty-six written briefs and numerous oral submissions were heard. The Alberta Teachers' Association from its head office and from its locals throughout the province presented twelve briefs. The School Trustees' Association and boards presented five briefs. The Association of Certified Accountants of Alberta presented a brief as did the Indian Association of Alberta, the Council for Exceptional Children and the Association of Private Schools and Colleges. One individual, Reverend J. Sheppard, expressed a private point of view as did three representatives from libraries throughout the province who felt that one specific provision violated the mandate given to library boards.

Despite the rather wide interest in the hearings, the press reported reactions as being moderate as is evident in the Calgary Herald headline of March 4 which stated "School Act Changes Generate Little Fire." The major opposition came from the A.T.A. in the form of a request for a delay, and modification of sections where the Association's point of view had not been fully accommodated. Other reactions were relatively minor and government decisions taken later seemed to ameloriate most of the other items of contention.

Adoption

Following the hearings, a final list of changes in Bill 35 was prepared and presented to the House during second reading of the Bill on March 11, 1970. The document received third and final reading on April 15, 1970. Proclamation of the Act was set for August 1, 1970.

This provides a background and summary of events surrounding the writing of the Act against which analysis of policy issues can be oriented. But before that task is approached, attention will be paid to analysis of the social context in which the project took place.

A CONTEXTUAL MAP OF THE SOCIAL ENVIRONMENT IN WHICH THE SCHOOL ACT, 1970 WAS WRITTEN

The contextual map will be presented in the following format:

Participants
Perspectives
Situations
Base Values and Social Forces
Strategies
Outcomes
Immediate Effects

Participants

Lasswell (1971a) defines an effective participant in the policy-making process as "the combination of individuals and groups, organized or unorganized, who control the base values required to innovate, maintain, or destroy the system (Lasswell, 1971a:52)." In the writing of the School Act, 1970, ten groups and many identifiable individuals seem to fit the definition.

1. A.S.T.A. The effective participant group that formally asked for the revision to take place was the Alberta School Trustees' Association. Members of that Association who were directly involved initially were the Executive Director, Mr. W. G. Schmidt and Mr. R. D. Gruenwald, Chairman of the Lethbridge Separate School Board, and President of the A.S.T.A.. Upon Mr. Schmidt's resignation to pursue graduate studies, Mr. L. G. Young attended Committee meetings as an observer. Later, Dr. D. Girard who replaced Mr. Schmidt as Executive Director of the A.S.T.A. was a member of the Committee.

Other prominent A.S.T.A. members who influenced the writing process include Mr. J. D. Bracco, Chairman of the Edmonton Public School Board and members of the Executive of the Association.

2. A.T.A. The Alberta Teachers' Association can be considered to be an effective participant. The A.T.A. was represented on the Committee by H. A. Doherty, Executive Assistant for Professional Relations, and Mr. W. L. Hughes, District Representative from the city of Edmonton. In the absence of these two, Mr. R. V. Mundell, Edmonton District Representative and Mr. C. E. Connors, Executive Assistant for Teacher Welfare acted as substitute members of the Committee. Outside of the Committee, the A.T.A. point of view was presented by President Ivan P. Stonehocker, Executive Secretary Dr. B. T. Keeler and Associate Executive Secretary Dr. N. P. Hrynyk. Other persons in the Association participated in less direct ways.

3. A.C.S.T.A. The Alberta Catholic School Trustees' Association was represented on the Committee by Stephen T. Rusak, Executive Director of the Association. Other effective participants would include Reverend C. Kinderwater, former Executive Director of the Association;

and the then incumbent President, Mr. John V. Murphy.

4. A.F.H.S.A. The Alberta Federation of Home and School Associations was represented by Dr. E. G. Mardon, of the University of Lethbridge. The President of the Association, Mrs. Lorna Haddow of Calgary; the School Education Chairman of the Association, Mrs. Janet A. Elves; and the President of Area 11, Mrs. C. E. C. Dawe of Lethbridge were involved significantly.

5. Universities. The universities in Alberta were thought by the Deputy Minister of Education to have a valid viewpoint and Dr. H. T. Sparby was invited personally to provide such representation. After Dr. Sparby accepted an assignment in Thailand, Dr. G. L. Mowat was asked to assist but named Dr. D. A. MacKay to the Committee to complete the task.

6. Department of Education. The Department of Education was represented on the Committee by Mr. A. B. Wetter, Assistant Director of School Administration and B. L. Stringham, Superintendent, who was the Chairman. Hon. R. Reierson and Hon. R. C. Clark, Ministers of Education sequentially; Dr. T. C. Byrne, Deputy Minister of Education; and Dr. L. G. Hall, Director of School Administration each had sufficient involvement to qualify them as effective participants.

7. The Committee. The Committee for Rewriting the School Act itself can be considered to be an effective participant.

8. Attorney General's Department. The Legislative Counsel within the Department of the Attorney General had significant impact upon the final form of the Act. Mr. David C. Elliott, Legislative Editor, Mr. W. E. Wood, Legislative Counsel; and Mr. S. A. Friedman, Q. C., Associate Deputy Attorney General all contributed to the writing process.

9. Legislature. The Legislature, including the Cabinet, the Educational Committee of Caucus, government members and the opposition were additional participants.

10. General Public. Finally, those members of the general public who expressed opinions, either through briefs to the Committee or in public meetings held to discuss the Act, or who wrote to newspapers, because they helped to shape public opinion and influence the reactions of the government, can be considered participants in the project.

Lasswell categorizes participants as follows:

- Individuals
- Groups
  - Unorganized
  - Organized
- Value Shapers and Sharers

(Lasswell, 1971a:24)

The participants identified above are listed in ten groups and many individuals are mentioned. Many other individuals played significant roles also but not of the magnitude of those named. Eight of the groups can be considered to be organized. All but the representatives from the universities and from the general public which were unorganized were in the former category. All of the participants both helped to shape and then have shared in the value redistribution that occurred in the rewriting process.

Perspectives

In discussing the perspectives of the ten groups that participated in the rewriting of the Act, an attempt will be made to identify viewpoints of the groups, although some of the statements will necessarily be the reflection of the thinking of a person thought to be representative of the group. Statements will be presented that will attempt to portray the self-image of the group, to show the official preferences and reveal if possible what the group would do of its own volition if it were not hampered by the realities of the situation. The expectations of the group, where they can be documented will be presented. Myths surrounding the group, including statements of their official doctrine, formulae and miranda as they impinge on the rewriting of the Act will be summarized.

1. A.T.A. The perspectives held by the Alberta Teachers' Association seemed to change from support for the activity at the beginning to one of severe question near the end. The preliminary presentation by the Alberta Teachers' Association to the Committee for Rewriting the School Act indicated that the Association wished "to do all in its power to aid and expedite the rewriting project (Preliminary presentation by the Alberta Teachers' Association)." There was, however, concern about the deadline which the Minister had set. The A.T.A. wanted meetings of the Committee to proceed on a weekly or bi-monthly basis (Report of April 24 meeting of the Committee).

The basic position of the Alberta Teachers' Association indicated that while there was interest in all parts of a proposed new School Act the greatest interest would lie in matters which dealt with the operation of schools and contracts of teachers. There was support for the inclusion of only a minimum amount of detailed regulation and maximum freedom for school boards to operate their own business affairs. The A.T.A. advocated a position whereby large school systems which employed adequate professional technical staff could be delegated nearly complete authority to adopt their own operational rules and regulations, while boards of medium sized school systems should have a moderate amount of delegated authority, and small school districts should continue to be subject to most of the detailed control to which they then were subject.

The A.T.A. advocated the position that a school board should be required to seek the advice of its professional staff before making decisions or taking actions which would affect professional tasks. They also supported continuation of bargaining rights enabled by the School Act with detailed procedural legislation as provided by the Alberta Labour Act as the best way of providing for collective bargaining between teachers and boards.

Removal of many outdated and obsolete sub-sections respecting the duties and powers of teachers was advocated. It was felt that only those duties which are directly related to teaching should be assigned to teachers and provision should be made for delegation of all non-teaching tasks to para-professionals.

The Alberta Teachers' Association stated that all dismissals, terminations of designation and suspension should be subject to appeal to a board of reference; that termination of contracts and designations could come at any time except in July and August by giving thirty days notice in writing subject to appeal to the board of reference and that all proposed transfers of teachers that were not mutually agreed upon should be subject to appeal to either a committee of the school board and the local teachers' association or to some neutral body where all evidence could be heard under oath and be subject to cross-examination.

The Association advocated sections dealing with the conduct of schools which would not increase the length of the school year but would decrease the amount of required instruction time per teacher to 240 minutes per day. Additional attention was paid to development of a divided school year under terms of the revised act (Preliminary presentation by the A.T.A.).

These perspectives were in the main held consistently throughout the period of the rewriting. At the time of the Minister's conferences on Urban and Rural Education, held in October, 1969, no significant changes in position were noted (The A.T.A. News, 4:5).

With the release of the legal draft on December the 15th, 1969 however, an abrupt change was noted. In the A.T.A. News of January 16th, 1970, the resolutions passed by the Emergent Representative Assembly held in Edmonton on January 10th were reported (A.T.A. News, 4:6). Three basic changes in perspective occurred at that meeting. First, a concerted demand for delay in passage of the School Act until at least 1971 was made. Second, fundamental objections to the provision which would allow boards to bargain regionally were registered. Third, opposition to the legislation which would potentially control the amount of supplementary requisition that a board could levy on its ratepayers was heard (A.T.A. News, 4:8).

At the hearing of the Standing Committee on Public Affairs, Agriculture and Education on March 3 and 4, 1970, the position of the A.T.A. remained essentially unchanged (A.T.A. brief to the Standing Committee). Although the Association found many commendable features of the almost totally rewritten act, attention was drawn to the perceived need for delay to allow time to assess ramifications of the perceived loss of fiscal autonomy of school boards and the change in status respecting regional bargaining units for boards that was contained in the draft act. Certain other items of concern, judged to be lesser in import, were also noted.

2. A.S.T.A.. As is noted in the general summary of the rewriting process above, the Alberta School Trustees' Association was the body that publicly requested rewriting of the Act in November of 1968. Writing in the June, 1969 issue of the Alberta School Trustee, Mr. R. D. Gruenwald, member of the Committee for Rewriting the School Act and President of the A.S.T.A., stated that the association supported the directions which the rewriting of the act was taking. He advocated a decentralized system of school boards rather than a central system of education operated by the Department of Eduation which would permit variation and evolution in education with respect to the local situation. However, he saw that basic school law must remain the prerogative of the Provincial Legislature and that government must continue to exercise some control and supervision by way of fulfilling its basic responsibility to all citizens (Alberta School Trustee, 39:3).

The initial submissions from representatives of the School Trustees' Association indicated that it was their desire that the Act be kept to an absolute minimum. Proposed drafts prepared by the chairman were subject to massive elimination of detail in the committee led primarily by representatives of the Alberta School Trustees' Association. Unlike the Alberta Teachers' Association there was no section of the Act felt to be of less significance than any other part. Hence, the attention to streamlining all facets of the Act can be characterized as perhaps the major perspective held by the Alberta School Trustees' Association.

As the writing progressed and as noted above, opposition to the tight time-line for submission of briefs and for introduction of the Bill into the legislature was spear-headed by trustees (Lethbridge

Herald, February 19, 1969). Opposition to methods of controlling supplementary requsitions was also registered when the concept was introduced in the legal draft released on December 15, 1969 (Medicine Hat News, January 8, 1970).

3. A.C.S.T.A.. The basic viewpoint from which the Alberta Catholic School Trustees' Association can be said to have begun is perhaps contained in a newspaper article (Edmonton Journal, January 21, 1969). The headline read: "School Act Prejudicial-Trustees." The article charged that the draft of the School Act as it was then written discriminated against development of a Catholic School System in rural areas of the province. A strong argument was made for development of Separate School divisions throughout the province of Alberta. Other points of view expressed included a request for credits to be granted for high school religion courses in Catholic High Schools. Quoting further from the article and brief which was presented to the provincial cabinet in January of 1969, the following is characteristic of basic viewpoints. "The purpose of Catholic Education is prostituted if the philosophy of secular humanism is forced upon the Catholic School, if it is not permitted to fulfill its aims which include a religious orientation toward life and society (Edmonton Journal, January 21, 1969)."

It may perhaps be fair to state that the position of the Alberta Catholic School Trustees' with respect to education and particularly the School Act in Alberta was, in January of 1969, very similar to the point of view expressed in the minority report to the Cameron Commission submitted by John F. Cormack in 1959 (Report of the Royal Commission on Education, 1959). As the rewriting of the Act progressed some specific concerns entered the perspective of the association. On June 18, 1969, Reverend C. Kinderwater, in a memorandum addressed to the Chairman of the Committee for Rewriting the School Act and attachments, expressed the fear that the establishment of Separate School jurisdictions was perhaps in jeopardy. Fears that Separate Schools would lose the right to their share of assessment of U.S. industrial and financial firms was expressed. A guarantee that Separate School jurisdictions could form regional districts was requested (Letter from Reverend C. Kinderwater to B. Stringham, June 18, 1969).

On September 23, 1969, a paper entitled, "Areas of Concern to the Alberta Catholic School Trustees" was forwarded to the Honourable R. C. Clark by the Executive Director of the A.C.S.T.A., Stephen T. Rusak. In this paper, certain concerns with respect to the preliminary proposals were presented. Inclusion of Human Rights legislation in the School Act was questioned for fear that it might jeopardize constitutionally guaranteed rights which had been in Alberta Legislation since 1905. Concurrence was expressed with the principle of standardizing procedures for elections for schools under the provisions of the Municipal Election Act. The A.C.S.T.A. agreed that Indians should have the right to give their children the type of education which they desire consistent with Article 3 of the Universal Declaration of Human Rights of the United Nations, which is quoted on page 117. There was opposition to the principle which had been suggested that specific determination of the minority or majority status of existing boards might affect the future standing of Separate School jurisdictions. It was pointed out that once the establishment had taken place by a minority, future changes in the larger society would make no essential difference to the legality of the earlier established entity. Certain other differences in detail were noted, consistent with the perspectives enumerated herein.

4. A.F.H.S.A. The Alberta Federation of Home and School Associations presented a brief to the Committee for Rewriting the School Act in July, 1969. Quoting from the brief, "the basis for the statements made here is the policy of the federation as evolved through resolutions, briefs and submissions supported by the general membership."

The perspectives of the association can be inferred from a consideration of the recommendations made which follow:

1. The Alberta Federation of Home and School Associations would ask that the committee give very close consideration to the ways and means of upgrading the present inadequate school library facilities before contemplating the inclusion of public libraries under the jurisdiction of school districts.
2. The federation recommends that grants be made available to local school boards to permit the establishment of publicly supported kindergartens as part of the regular school system.
3. The Alberta Federation of Home and School Associations believe that Indian people should have the same education, legal, economic, health and social opportunities accorded other Canadians with right to retain their own culture.
4. The federation recommends that the school entrance age be based on criteria other than chronological age, such as reasonable individual and local differences and the use of readiness tests.
5. The federation recommends that a student be required to remain in school until he has completed Grade 10 or has reached the age of 16.
6. The federation recommends that the rewriting of the School Act allow for modifications of the school year other than the present organization of two terms, September - December and January - June.
7. The federation recommends that a referendum on the establishment of the county system be held prior to the establishment of such a county in any rural area.
8. The federation recommends that revision of schools not be undertaken without the consent of the majority of the residents in the districts involved and that no schools should be closed without the consent of the majority.

9. The federation recommends that provision be made in the School Act for the education and training of mentally, physically, or emotionally handicapped children requiring special accommodations, and further that the provincial guidance clinic facilities be enlarged to meet the needs of all the children in Alberta.

10. The federation recommends that school authorities and municipalities cooperate in providing comprehensive recreation and sports facilities for the use of children and adults.

11. The federation urges that the committee rewriting the School Act give serious consideration to naming the Alberta Federation of Home and School Associations as the organization representing parents on ad hoc committees established by local school authorities and further that the committee rewriting the School Act make active use of the Alberta Federation of Home and School Associations as a means of disseminating the contents of preliminary drafts of the School Act to the Public and receiving reactions to it.

(Alberta Federation of Home and
School Association brief to
the Committee Rewriting the
School Act)

In view of the fact that the Alberta Federation of Home and School Associations had, in their annual convention, reported in the Calgary Herald on May 10, 1969, been forced to face bleak financial prospects, it can be seen that the federation viewed their involvement in the rewriting of the School Act as a significant rejuvenating activity. Quoting from the Calgary Herald article referenced above, "and they know after the three-day meet that without a great financial shot in the arm and a renewed surge of enthusiasm for the activities, Home and School has no choice but to dissolve," and further, "Mrs. T. A. D. Haddow, President, said, "unless signs of life appear within a year, the Alberta Federation should seriously consider dissolving," Mrs. Betty Garbutt is quoted as having said, "if this were a business I think the treasurer would say it's on the verge of bankruptcy (Calgary Herald, May 10, 1969)."

It can thus be inferred that one of the perspectives maintained by representatives from the Alberta Federation of Home and School Associations was that activity in the committee could revitalize the association.

5. University Representatives. Since the universities were arbitrarily and upon request represented by Dr. H. T. Sparby and later by Dr. D. A. MacKay, it is difficult to make a statement of the perspectives held by the universities or those individuals. Former students and colleagues of the two professors would indicate that both have a keen understanding of the legal basis of school boards in Alberta and constitutional guarantees under which Separate School legislation existed. Beyond this the perspectives held by the two gentlemen were probably personal and individualistic as they were with all other members of the Committee.

6. The Department of Education. Dr. Byrne's post-facto statement to the 1969 C.E.A. Convention in Edmonton probably represents the perspective of the Department of Education with respect to the rewriting of the School Act in as concise a manner as it can be found:

> 1. To eliminate through consolidation, transfers of responsibility, and withdrawals, many of the sections in The School Act that had been developed in response to specific issues over a period of years.
> 2. To rewrite legislation with a view to improving its clarity by removing wordy legalistic sections.
> 3. To transfer many items of decision-making from the rigidity of legislative enactment to the flexibility of local administration.
> 4. To enhance the role of local school authorities through more independence in decision-making.
> 5. To commit a greater number of decisions affecting local school operation to the negotiating process between school boards and their staff.
>
> (Byrne, 1970:26)

To this might be added the statements of Dr. Byrne, Mr. Reierson and Mr. Wetter with respect to writing the School Act as detailed in the earlier part of this study.

7. The Committee. The first meeting of the Committee for Rewriting the School Act held in February, 1969 considered certain basic principles which guide education in the province. Upon discussion of the matters raised, differences in perspectives became clear. Representatives found that the Alberta Teachers' Association and the Alberta School Trustees' Association seemed able to agree with representatives from the Department of Education and the Home and School Association on a wide variety of issues. The Alberta Federation of Home and School Associations, however, held slightly different views, proclaiming itself to be the advocate of children in the educational establishment (A.F.H.S.A. brief, July, 1969). Representatives from the Alberta Catholic School Trustees' Association found themselves in basic disagreement with viewpoints considered basic by other representatives.

The committee began its deliberation by considering the statement of principles listed in the Hall-Dennis Report on the Aims and Objectives of Education in the Province of Ontario. That statement reads as follows:

> The underlying aim of education is to further man's search for truth. Once he possesses the means to truth all else is within his grasp. Wisdom and understanding, sensitivity, compassion, and responsibility, as well as intellectual honesty and personal integrity, will be his guide in adolesence and his companion in maturity.
>
> (Ontario, 1969:1)

All groups represented felt that they could accept this statement.

Article 26 of the Universal Declaration of Human Rights was considered:

1. Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be made generally available, and higher education shall be equally accessible to all on the basis of merit.

2. Education shall be directed to the full development of the human personality and to the strengthening of respect for human rights and fundamental freedoms. It shall promote understanding, tolerance and friendships among all nations, social or religious groups, and shall further the activities of the United Nations for the maintenance of peace.

3. Parents have a prior right to choose the kind of education that shall be given to their children.

(Ontario, 1968)

There was considerable discussion on each of the three principles enunciated in the Universal Declaration of Human Rights. The Alberta Federation of Home and School Associations particularly felt that provision must be made in the new act for everyone to have the right to education. Prior to 1970 it was possible for children with any kind of learning disability to be excluded from school upon the issuance of a certificate by a Superintendent of Schools. All agreed that there must be some provision made whereby these children were given the opportunity of receiving appropriate education and that the boards of the area in which the child had residence should be made responsible for arranging the educational experience. At the same time there was general agreement that parents should be able to countermand a board's decision if it would take the child permanently out of the home.

There was agreement that education should be free but some question was raised as to whether or not it should be compulsory. It was suggested that the purpose of compulsory education, viz., the creation of an educated citizenry, had been accomplished and that there was little to be gained in forcing senior students to remain in school against their will. Some questioned the principle of equal accessibility to higher education on the basis of merit, expressing the view that such access to higher education might create a meritocracy reflecting only wealth and not ability or need. Since the Act, however, addressed itself only to what has now come to be called basic education this matter was not pursued further.

It was agreed that education should assist in the development of the human personality and respect for human rights and fundamental freedoms.

There was considerable discussion over point three of the Universal Declaration as noted above in that the majority of representatives on the committee could not visualize a mechanism whereby parents could, in law, be given a prior right to choose the kind of education that shall be given to their children, particularly when necessary laws for compulsory education are considered. Hence, by majority vote of the group, point number three was not listed as one of the basic principles in communications released to the public with the result that the Alberta Catholic School Trustees' Association publicly registered objection to the omission.

Secton 93 of the British North America Act establishes that provincial legislatures have responsiblity for education (B.N.A. Act, 1867). This was considered to be a basic principle underlying any new Act for it would not be the cabinet, the Department of Education, boards, nor the general public that would be given basic responsibility for educating children.

In contradiction to the idea discussed above it was felt that local control of schools is desirable. Whether or not the completed act reflects this view can be debated. But it was the intention of the Committee to reflect this perspective in structuring the new legislation.

The majority of the Committee felt that public funds should not be used for private education. Some members of the group wanted to add the phrase, "unless it serves a need in the public interest." The Home and School Association very strongly expressed the view that private schools should be subsidized by the province to the extent of seventy-five per cent of both building and operational costs. Therefore, because there was not agreement in the Committee, this matter was not included in public releases but remained part of the silent agenda and in the background throughout the rewriting experience.

For discussion purposes the chairman invited consideration of the principle commonly accepted in the U.S.A. that church and state should be separate (subject only to the provisions of the B.N.A. Act, Section 93, regarding Separate Schools). Predictably, this item met with no agreement and the statement which was released indicated that the Committee accepted Separate School legislation in conformity with provisions of the B.N.A. Act. The Committee also agreed that cooperation between both elements of the public school system is both desirable and necessary.

With the usual reservations with respect to federal control the Committee felt that federal particpation in education is desirable. Responsibility for Indian students, Department of National Defence pupils, and general financial participation were considered proper areas of federal involvement.

The Committee agreed that responsible freedom of individuals should be maintained. By this it was meant that coercion should be minimized so that personal growth could be maximized.

Because Committee members had read the Cameron Commission Report and the minority report issued at the same time there was a general awareness that any attempt to discuss a basic philosophical position grounded in the writing of educational philosophers would result in grave disagreement with the Alberta Catholic School Trustees' Association (*Report of the Royal Commission on Education in Alberta*, 1959). In the minority report much of public education was denounced as the excesses of the progressivist school. Consequently, the Committee stated that no single philosophic position as enunciated by educational philosophers would be accepted wholly but that an eclectic approach would be recognized, the elements of which would be subject to continuous review. This was not totally satisfactory for some members felt that before they could subscribe to such a statement the particular selection of elements from educational philosophy would have to be made explicit. The majority however, felt that such a broad view should be able to accommodate existing and expected orientations throughout the province.

The Committee felt with Frymier (1969) that provision should be made for the legislative, executive and judicial functions of government at all levels of school administration.

Considerable discussion centered upon the mosaic pattern of Canadian culture (Porter, 1965) with the statement emerging that the pluralistic nature of Canadian society would be recognized and accepted.

It was proposed that flexible approaches to curriculum, buildings, organization and conduct of schools must be permitted on the premise that progress can be achieved through experimentation and diversity. This statement did not survive into public drafts because there are some segments of the public school system that feel satisfied with current approaches.

There was general agreement that integration of schools with other community resources and services should be facilitated.

Finally the Committee proposed to produce a minimum document reflecting permissive policies with a minimum of prescriptive sections on the premise that the least legislation would be the best legislation. It was stated that the draft act would attempt to reflect current preferences but anticipate change in the future by de-emphasizing or eliminating many restrictive provisions.

This account of perspectives held in the Committee is drawn from the reports of the Committee meetings held and from the chairman who was a participant observer.

8. The Department of the Attorney General. Shortly after the Committee began its delberations, the chairman, in an interview with Mr. S. A. Friedman, Q.C., and Deputy Attorney General, enquired about the Committee's stated preference to write an Act which eliminated many of the historical provisions of the former document. It was Mr. Friedman's advice (not documented) that the open approach to legislation was preferable to becoming too specific. Later when the Act was being drafted in legal form by attornies in the office of the Legislative Counsel, the same approach prevailed. The Attorney General's Department researched the constitutional guarantees given to Separate Schools to make sure that departures from current practice would probably not result in federal intervention later on (Letters from D. C. Elliott

to W. E. Wood, October 8, 1969; and from W. E. Wood to T. C. Byrne, October 9, 1969).

9. The Legislature. Four groups within the Legislature had an influence upon the final draft. Initially, the cabinet reviewed the Committee proposals and suggested changes which reflected their policy. The Act then was placed before the educational committee of the Social Credit Caucus which again reacted to proposals and suggested amendments. Because Bill 35, the draft Act in bill form, had wide public circulation, both government and opposition members were able to react to proposals. This activity was further enhanced by the open questioning of details during second and third readings of the Act by both government and opposition members (School Act Hearing, November 3, 1970).

10. The General Public. It would be impossible to classify the many perspectives held by members of the general public. Special interest groups within the public emerged, typical of which were the Library Association of Alberta (Letter from I. J. Bates to B. L. Stringham, November 7, 1969); Certified General Accountants of Alberta (Letter from D. C. Elliott to B. L. Stringham, February 11, 1970); the Association of Private Schools and Colleges (Brief to the Minister of Education on the Rewriting of the School Act, July, 1969); advocates for and against Family-Life Education (Brief of the Family Life Education Council of Edmonton, March 31, 1969); The Alberta School Bus Operators' Association (Letter from A. Jackson to B. L. Stringham, June 4, 1969); other departments of government; representatives of the insurance industry; municipal bodies, etc. In most cases these groups and the dozens of individuals who submitted briefs reacted to individual items upon which they had a point of view or expressed a difference.

Situations

In discussing situations with respect to a contextual map, Lasswell (1971a) defines situations as "the zones in which interactions occur." Thus, situations or arenas may include ecological or spatial dimensions, temporal dimensions, whether the arena is organized or unorganized, value inclusive or exclusive, crisis or inter-crisis oriented. Rather than making an attempt to identify unique arenas for each of the ten participant groups, the discussion of situations will refer to the overall situation in which the Act was written and try to identify the participants in each of several arenas.

The interactions among effective particpants occurred primarily within the Committee for Rewriting the School Act and in those meetings identified in the earlier part of the thesis. In addition, each of the organized participant groups held meetings at their headquarters and throughout the province at which policy matters were clarified. As will be seen when base values are discussed, the greatest interaction occurred when matters of special interest to the participant groups were addressed. An example is the reaction of the Alberta School Trustees' Association at the June 1969, Banff Secretaries' Short-Course and Trustees' Seminar when a discussion by the chairman of matters coming under consideration generated a concerted demand that the pace of change was too fast. At that same meeting representatives from the Alberta Catholic School Trustees' Association did not perceive favourable treatment of their particular interests, with the result that both the Alberta School Trustees' Association and the Alberta Catholic School Trustees' Association reacted in a crisis orientation.

The January 10, 1970, Emergent Representative Assembly of the Alberta Teachers' Association represents a crisis orientation in reaction to matters in the Bill thought to be detrimental to the A.T.A.. The same mood prevailed at the March 3 and 4, 1970, session of the Standing Committee on Public Affairs, Agriculture and Education when numerous individuals and groups seemed to feel that a crisis had arisen.

A less dramatic arena where interaction that effected the outcome of the rewriting activity occurred was within the Committee itself where the positions of the participants were debated, adjudicated and sometimes reconciled.

Communication by telephone and through correspondence with the dozens of individuals who submitted ideas and reacted to drafts can be thought of as significant arenas where interaction occurred. Public meetings where members of the Committee, employees of the Department of Education and other persons knowledgeable about the rewriting activity spoke, received criticism, and collected ideas were also important arenas. Coverage by the press, radio and television made many Albertans aware of issues that would affect education under the new legislation. Those special interest groups which either wanted to protect territory given to them, as was the case with the Alberta Library Association, and the Certified General Accountants of Alberta, as well as those who wished to expand their area of influence, such as certain insurance agents and consultants, provided other significant reactions in the writing process.

Base Values and Social Forces

> The base values include all the values available to a participant at a given time. It is clear that a political party, for example, has some political power, thanks to the public officials and bosses under its control; possesses enlightenment assets if it has access

> to radio, television, and printed media; enjoys wealth to the extent that money and volunteer services are available; marshals physical vitality in the degree that it draws on youth; attracts love and loyalty from those who are identified with its past and future; draws respect from various social strata; and commands a reputation for moral integrity from the record of its leaders.
>
> (Lasswell, 1971a:26)

Virtually, all of the base values identified by Lasswell were operative among all of the participant groups and individuals in the rewriting of the School Act. In addition, it can probably be inferred that social forces relative to each of the eight value categories were also operative. The following discussion will attempt to give examples of each of the eight base values and social forces relative to each of the eight value categories with which they can be associated as they were manifest in the project.

Power

Power is defined as "the power to unilaterally determine the behaviour of others, regardless of the basis for that ability" (Cleland, 1969).

When power is used in a lawful manner or has been legitimately attached to an organizational position, it is referred to as authority which is delegated by job descriptions, organizational titles, standard operational procedures and policies related to those procedures. When power is not used in a lawful or legitimate manner, it is said to be naked or pretended. If it is naked it attempts to control without being legitimated. If it is pretended, it masquerades as legitimate authority but cannot control (Lasswell, 1971a:27). Closely associated with power and authority is the concept of influence which "is authority assumed without the legitimacy of an organizational position (Cleland, 1969:43)."

Influence can arise because a person may have superior knowledge and expertise than those over whom he exercises his influence. In the following quotation, Fayol seems to equate personal authority and influence.

> Authority is the right to give orders and the power to exact obedience. Distinction must be made between a manager's official authority deriving from office and personal authority, compounded of experience, intelligence, moral worth, ability to lead, past services etc. ... Personal authority is the indispensable complement of official authority.
>
> (Fayol, 1949:21)

In the rewriting of the School Act many groups and individuals exercised power, authority, and influence. In discussing these concepts primary attention will be paid to the policy issues identified in the previous section.

There was general agreement that the revised Act should not contain wordy, legalistic anachronisms, but that it should be simplified, general, and open in its approach. It was the chairman's perception that removal of detail was thought by some of the participant groups to be an avenue whereby greater power for individual organizations could be secured. The argument seemed to be that if sections which restricted power of boards or teachers, or specified particular duties were removed, there would be greater freedom for all groups to evolve their own patterns of behaviour. Representatives from the Alberta Catholic School Trustees' Association, however, seemed to view removal of detail with respect to constitutional guarantees in precisely the opposite manner. Here it was feared that loss of power and authority to manage Separate Schools may occur if detail was removed (Western Catholic Reporter, May 11, 1969). Thus it can be seen that any change in specifying details was viewed as a power shift by significant participant groups.

The amount of detail that would be included in the Act gave rise to a consideration of strict and liberal construction and interpretation of statutes (Enns, 1963:24). In general those parts of a statute which have the effect of interfering with the rights of individuals are strictly construed, while others are more liberally interpreted when it is clear that justice would not be served by strict adherance to all technicalities (Enns, 1963:26). In an attempt to ascertain the advisability of moving to a more open approach which would be more liberally construed, the chairman consulted with the Deputy Attorney General, Mr. S. A. Friedman. It was his opinion, as noted earlier, that an open approach would be satisfactory and that by removing much detail, many concepts contained in the current School Act which had to be rather strictly interpreted and construed because of the detail included, would be open to much more liberal interpretation in the courts.

Upon learning of Mr. Friedman's opinion relative to these matters, the Committee agreed that they would opt for sections which could be liberally interpreted, thus creating an arena in the future where greater power may be seized by participant groups.

The local autonomy issue was seen by all participant groups as a means whereby greater power could be gained. The Alberta Teachers' Association seemed to base its objections to regional bargaining and the possibility of plebiscites contained in the first legal draft that was released in December of 1969, on the argument that these sections were contrary to the principle of local autonomy for school boards which characterized most of the other parts of the Act. A similar point of view was expressed by the Alberta School Trustees' Association and the Alberta Catholic School Trustees' Association.

The Alberta Federation of Home and School Associations encouraged much greater involvement with schools at the local level, particularly as it related to their own organization. In each case it can be seen that any movement toward local autonomy seemed to be viewed by the major participant groups as enhancing the possibility for power to be exercised at the local level.

The argument over the status of negotiations for teachers' salaries was strictly a power argument. Trustees viewed movement to regional bargaining units as an extension of the application of the Labour Act to boards whereas the teachers viewed the same move as a restriction on the power that had been enjoyed to that time. Boards seemed to feel that they required the power that local bargaining units may give them in controlling educational expenditures being made by themselves on behalf of rate-payers. Teachers on the other hand, felt that the setting up of regional bargaining units was in effect, a transfer of power from local school boards to an amorphous regional bargaining body which could not have the interests of children at heart to the same degree that either the teachers or the local trustees themselves had exhibited in the past.

The individual rights of citizens argument seemed to be advanced by individuals and groups in an effort to secure power for themselves. In particular, the arguments advanced by the Alberta Catholic School Trustees for creation of larger school districts and divisions was an argument for increased power. The feeling that restriction of development of Separate School jurisdictions while public school administrations had grown larger was discriminatory from a religious point of view was a convincing argument in the area of political power which was only defused when the Honourable R. C. Clark, Minister of Education, in the hearings before the Standing Committee on Public Affairs, Agriculture, and Education in March, 1970, gave assurances that the matter of Separate School Divisions would be considered at a later time when further attention was being given to boundaries of school jurisdictions generally across the province (Speech by B. L. Stringham to Secretaries' Short Course and Trustees' Seminar, Banff, June, 1971).

The expressed concerns of the Alberta Federation of Home and School Associations and the Council for Exceptional Children, that greater attention be given to children with handicaps and other learning disabilities was an argument in the area of individual rights asking for more power to be delegated to meet these critical needs (Brief of A.F.H.S.A., July 4, 1969 and letter from N. Flaig to R. C. Clark, February 25, 1970).

The matters addressed in the preceding paragraph were manifestations of social forces with a power base. In addition, there were other social forces impinging on education in Alberta which had to be reconciled. Houourable R. C. Clark spent considerable time during the latter part of 1969 and the early part of 1970 speaking to various groups throughout the province about a taxpayers back-lash effect being felt across North America because of rising school costs (Calgary Herald, August 21, 1969). Controls on board expenditures were being felt throughout the nation and the realities of expanding government expenditures and shrinking funds made consideration of controls more prevalent in Alberta than they had been before (Calgary Herald, August 2, 1969). Accountability was being demanded with numerous addresses being given in support of that concept (Calgary Herald, November 20, 1969). Student power in the universities was rife and expectations were growing that similar movements would be in the high schools at an early date. Drug abuse was prevalent with demands continually being heard for greater control by the schools of the conduct of young people at the same time that resistance to all controls in society was being experienced. Advocates of family life education were battling with groups of parents who were trying to turn the tide of permissiveness. The supply of teachers had stabilized and it was anticipated that surpluses would begin to occur within the next few months. Unrest among teachers, pupils and parents had become relatively commonplace. Each of these circumstances can be thought of as manifestations of social forces related to redistribution of power in society. They all had either subtle or direct influences upon the outcomes of the writing process (T. C. Byrne in *Hanna Herald*, January 21, 1970).

Enlightenment

While it cannot be debated that a major purpose for operating schools is enlightenment of children, activities surrounding rewriting of the School Act did not focus primarily on knowledge acquisition. The Act was designed to create structures wherein schools could be organized and enlightenment gained by clients. There were however, numerous letters and briefs which did encourage something with respect to enlightenment. The demand for a consistent philosophy, first enunciated in the *Edmonton Journal* (February 10, 1969) and later supported by various school jurisdictions and the Alberta School Trustees' Association, reflect the basic concern that people shared about providing greater enlightenment to children in schools. The Alberta Federation of Home and School Associations addressed the matter of Hutterite Education in one of their general meetings where again, considerable attention was drawn to the matter of providing enlightenment to students in these schools (Calgary Albertan, March 10, 1969).

Nevertheless, the accent on providing enlightenment was omitted from the deliberations of the Committee for Rewriting the School Act and transferred by design to the work of the Commission on Educational Planning which, as was noted earlier, was commissioned during the process of writing the Act (Calgary Albertan, May 8, 1969).

Wealth

Any concern that has to do with the economic well-being of an organization or its members can be thought of as addressing itself to the value of wealth and with those social forces which make wealth important or necessary to the continued operation of an organization. The negotiation issue can be thought of as being motivated by organizations and individuals pursuing wealth. Boards were interested in saving money through negotiating collectively, while teachers were interested in creating conditions of negotiation that would prove to be most beneficial for their membership. The government in introducing a provision enabling plebiscites and limiting local autonomy can be thought of as directing its attention to conserving wealth for use in other priority areas.

It is interesting to note that arguments with respect to values and social forces associated with wealth were as strong as those which dealt with power and together these two areas created the most heated discussion relative to any value issue that was considered during the writing process.

Well-being

Some submissions concerning individual rights addressed themselves to social forces and values associated with the well-being of individuals. Representations concerning insurance, duties of employees, settling of disputes, and agreements concerning recreation and community services were related to the value of well-being. This value, however, was not one of the major issues addressed in rewriting the Act.

Skill

Provisions dealing with vocational education and work experience programs directly relate to skill acquisition as a value issue. There were forces in society which tended to emphasize these matters and which led to their inclusion in the draft Act.

Affection

Probably the only concern raised in rewriting the Act that could be considered to address the value associated with affection was the feeling of unity among members of participant groups. To the A.T.A. this was given impetus when resistance to any suggestion to separate principals from teachers in the bargaining process was met. While it may have been affection that led to this resistance it is more likely that it was the power motive that was operable. Relative to the Alberta School Trustees' Association it might be assumed that standing together in regional bargaining units was a manifestation of affection, but again, it would seem that the power motive was predominant. Certainly, there was manifestation of affection or mutual concern for each other evident in the position taken by the Alberta Catholic School Trustees' Association. It wanted conditions to remain as they were essentially, but also wanted to extend current powers so that operations could be made larger or more viable. Similar statements could be made about other of the participant groups.

Respect

The initial Committee report included two sections which dealt directly with the value of respect. These were included because of social forces enunciated most clearly by the Alberta Indian Association and advocates of women's rights in Alberta. Those sections read as follows:

> 4. Notwithstanding anything herein contained, women are upon an absolute equality with and have the same rights and privileges and are subject to the same penalties and liabilities as men.
>
> 5. Subject to the provisions of the Human Rights Act discriminatory practices because of religious beliefs, color, ancestry or place of origin are prohibited.
>
> (Report of the Committee for Rewriting the School Act)

These sections did not persist into the final draft because the Department of the Attorney General concluded that these rights are enjoyed by all citizens irrespective of their inclusion in Acts other than the Human Rights Act. Nevertheless, the concern voiced by the Alberta Indian Association and individual female teachers in the province led to this manifestation of the value of respect emerging at one point in the deliberations of the Committee.

Rectitude

The basic concerns of the Alberta Catholic School Trustees' Association seemed to centre in the conviction that an education must include more than academic learning and go beyond into specific values which were labeled Christian Education (Western Catholic Reporter, May 11, 1969). This addressed the concern for rectitude directly as did provisions dealing with instruction in languages other than English and provision of religious exercises and instruction in the schools.

While some groups may have been content to see certain value positions associated with rectitude disappear from the School Act there were significant demands that they be retained.

Strategies

The strategies employed by the Alberta Teachers' Association are outlined in the following quotation from the A.T.A. News dated November 19, 1969:

> WHAT THE A.T.A. IS DOING ABOUT THE SCHOOL ACT
>
> by B. T. Keeler
>
> When the government's intention to rewrite the act was announced, the Provincial Executive Council, as a guide to our participation in this project, outlined a set of objectives for a new act. Most of these were based on policy adopted over the years by annual representative assemblies.
>
> District Representative W. L. Hughes and Staff Officer H. A. Doherty were named to represent the Association on the Committee for Rewriting The School Act.
>
> Locals were invited to study the present act and submit views for use by our reprsentatives. Several significant issues were identified in the local reactions which were received.
>
> Following release of the first draft, a copy was sent to each local with a request for study and reaction. Again, local submissions proved useful.
>
> An ad hoc committee of the Association reviewed the draft clause-by-clause, brought certain policy questions to Council for decisions and listed numerous changes to be sought by the Association.
>
> A.T.A. solicitors drafted proposed rewordings in consultation with staff. This process is continuing.

> A.T.A. representatives at each of the Minister's conferences were briefed on major areas of dissatisfaction with the draft and added other items of concern.
>
> An Association brief, which will include all proposed amendments, is in preparation for presentation to the Deputy Minister.
>
> It is anticipated that the matter will be referred by the Minister to his standing committee on legislation, on which the Association is represented, prior to tabling of the bill at the 1970 session of the Legislature.
>
> (The A.T.A. News, 4:5)

Subsequent to November 19, 1969 and with the release of the first legal draft on December 15, the A.T.A., as reported above, called an Emergent Representative Assembly, one subject of which was to convey to the government and opposition, two sections which had not been included in the original Committee report. Other strategies employed were the calling of meetings in locals, and submissions of briefs to the Standing Committee on Public Affairs, Agriculture and Education. In some of these meetings the strategy employed could probably be called confrontation since the objections raised were presented in a forceful manner.

Finally, after the presentations had been made before the Standing Committee on Public Affairs, Agriculture, and Education, the A.T.A. presented a brief to the Minister and interviewed him, achieving notable gains which will be reported under the topic entitled "Outcomes."

All of the other participant groups employed similar strategies to those enumerated and described with respect to the Alberta Teachers' Association. Briefs, press releases, conferences, conventions, letters to the editor, M.L.A.'s, Committee members, interviews with the Minister of Education and other politicians characterized the strategies utilized.

Some of the groups employed strategies which were unique. The Alberta School Trustees' Association established a committee on legislation which gave detailed attention to every section of the preliminary draft prepared by the chairman. Initially, the A.S.T.A. seemed to offer unqualified support for the project but as individual boards began to demand a delay in proceedings, the position of the association reflected the same concern. After the legal draft had been made public, the A.S.T.A., through its executive director, Dr. D. A. Girard, seemed to support the work of the Committee. This strategy paralled closely the general approach taken by the Alberta Teachers' Association in the early months of the re-writing project. However, from December of 1969 virtually until the Act was passed, strategies employed by the A.T.A. were designed to delay implementation of the Act until further concessions deemed desirable by the Teachers' Association could be gained. The Alberta Catholic School Trustees' Association was generally supportive, except for a period of time when there were fears that changes in constitutional guarantees to Separate Schools may occur. As these were removed from the draft, general support for the project was apparent. The Alberta Catholic School Trustees' Association utilized press releases in the Western Catholic Reporter which circulated to a large number of their supporters and also circularized Separate School Boards, advocating that they react in ways which the executive of the association felt would create the social climate whereby the rights of Separate School supporters could be protected.

The Alberta Federation of Home and School Associations utilized techniques essentially the same as others with perhaps one exception. Local groups were encouraged to hold public discussions on the School Act and members of the Committee for Rewriting the School Act were invited to participate in these local meetings. The result was that many members of the general public were better informed through the efforts of the Alberta Federation of Home and School Associations.

The universities maintained a very low profile but did, on essentially an individual basis, react to provisions contained in the various drafts.

The government and the Department of Education in particular, by deciding to involve the major reference groups and the public in examination of drafts of new legislation, employed a strategy of openness that is frequently not found in governments which operate under the British parlimentary tradition. In most parlimentary governments, tradition demands that drafts of legislation remain confidential until they are tabled in the House for debate. This was not the case in preparation of the School Act, 1970.

The strategies employed by the Committee are the subject of this thesis and can be inferred from the accounts written herein.

Outcomes

The culminating activity of the Committee for Rewriting the School Act was the passage of the School Act, 1970, on April 15, 1970, and subsequent proclamation of the Act on August 1, 1970. To the Alberta Teachers' Association passage of the Act represented a particularly fruitful lobbying effort in the final month of the rewriting activity. Analysis of the amendments made to Bill 35 between the time of the public hearings on the Act in early March and April 15 when third and final reading was given indicates that six significant concessions to the teachers' point of view were accommodated. The Act specified the nature of contracts of teachers when a district is included in another School

District; specifically authorized teachers' conventions; gave additional detail with respect to transfer of teachers; included provisions which specifically precluded the possibility of splitting principals from the bargaining unit; broadened the basis of appeals upon termination of designation as principal, and included a section dealing with the payment of teachers. According to a series of notes prepared for a meeting with the Minister of Education on March 26, 1970, respecting the amendments to Bill 35, the A.T.A. only had four residual objections to the draft legislation. They dealt with whether a teacher should be required to "render service" or "instruct pupils," even more definite specification that the teachers' bargaining unit should include all teachers; objections to the provisions allowing school boards to become members of employers' associations; and opposition to the placing of limitations on the fiscal freedom of school boards. In the absence of further registered objections it can be assumed that the Alberta Teachers' Association was reasonably satisfied with the other provisions of the Act.

The Alberta School Trustees' Association in the completed Act saw the fulfillment of many of the objectives that they had held. Other than the section which controlled the amount of supplementary requisition that a board could levy, there seemed to be greater freedom given to school boards. In the amendments to Bill 35 which were effective before the Act was passed, certain matters of minor concern to the A.S.T.A. were accommodated so that this group seemed to be relatively satisfied with the outcome of the rewriting activity. The president of the Alberta School Trustees' Association, Mr. R. D. Gruenwald, made the following statement:

> All in all, I believe after this new Act is finally passed and assented, we will not suddenly wake up the next morning and check the Act out to see what we must do differently. I think it will be business as usual as far as most of us are concerned. We must have teachers, administrators, school boards and department of education officials who will work together toward a common goal. This is what it takes to provide a good education system - not just the minute details of a School Act.
>
> (The Alberta School Trustee, 40:1)

Thus it would seem that the Alberta School Trustees' Association generally supported the outcome of the rewriting project.

The perceptions of the Alberta Catholic School Trustees' Association are summarized in an article in the Western Catholic Reporter, April 26, 1970, a copy of which follows:

> THE SCHOOL ACT: FIGURING THE SCORE
>
> Now that the smoke is clearing following the proroguing of the Alberta Legislature, Catholic educators are attempting to work out a box score of gains and losses in the battle over the new School Act.
>
> The major gain was an amendment placing the onus on companies, which don't want to support Catholic schools, to prove they haven't got Catholic shareholders.
>
> Up to this time, the burden was on the Catholic boards to determine this fact, an impossible task in most instances. The result was the majority of company taxes ended up in public school treasuries.
>
> The change will mean substantial amounts of money for Catholic boards in the large cities and other industrialized areas.
>
> * * *
>
> LARGER UNITS of administration for rural Catholic schools are still a long way off. The Catholic boards want to centralize, just as their public neighbors have done for many years.
>
> There are vague hints that the larger units are in the offing, but the realistic view is don't hang by your thumbs waiting for it.
>
> Catholic public school districts have lost the right to withdraw from the large divisions in order to obtain religious instruction. They can form advisory boards and, according to the act, force

a division to teach religion in a particular school. But educators believe the whole idea is simply unworkable.

Only experience will determine whether or not such an action can be made to stick. And that's the case with the other sections of the act, wait and see.

(Western Catholic Reporter, April 26, 1970)

From this statement it can be seen that the Alberta Catholic School Teachers' Association, while it was not overly pleased with the product of the rewriting, had few major complaints. All of the earlier fears that constitutional rights may have been abrogated were no longer an issue.

Effects

Despite the representations which were made to the government when Bill Number 35 was first introduced on the floor of the legislature, there was, in anticipation of passage of the Act, a projection of its possible effects. The statement made by Mr. Ivan P. Stonehocker, President of the Alberta Teachers' Association, represents the general expectations which were heard from many participant groups throughout the province. His statement follows:

CHALLENGE OF CHANGE

By Ivan P. Stonehocker

THE CHALLENGE of the revised School Act is presented to all communities. It shifts the emphasis from centralized bureaucratic provincial control to the community action level. But this desirable change will fail unless a corresponding change occurs in the present outmoded system and the concept of education. Criticism of students, or teachers, or parents, or administrators, or the allocation of funds, will continue unless some reforms are made. The student must be the center of this effort.

The difficulty is not with the people involved -- it is with the system and its operation. The schools cannot do now all of the tasks which are being foisted upon them. In fact, does the community want its school to continue with the present program or is a major change needed?

The rebellion of students, the dissatisfactions of parents, the frustrations of teachers and the despair of board members, all indicate a weakness of the present system. Is more money the answer? No, more money to continue or expand the same practices is not the answer. Is a shift in control the answer? Certainly not, if the shift simply establishes another bureaucratic group without any basis of reform. There is something wrong when the enthusiasm and eagerness of the "first graders" change so often to rebellion or mere toleration in upper grades.

How can this be changed? The one-room rural school had many failings, but it did have one outstanding feature -- the assurance of intense community participation which many schools do not have today. To achieve this again will require cooperation of the students, the parents, the teachers and the board members as representatives of the citizens. The groups which make up the public or society must decide the objectives and policies for the school; the professional educators must implement these policies and the public must appraise the result.

The social development of a child is affected most by his family, his friends and his school. To be most effective, there must be a close liaison between these three agents of influence. Cultural variations in the homes, generation gaps and an irrelevant educational program may each contribute to the production of an erratic or antisocial outlook. Lack of motivation may be a familiar result of such conflicts. Many of the low expectations of students can be traced back to prophecies which said, "My child is no good in mathematics, just like I was not!"

The challenge of the revised School Act to each group in the community is to become an active participant in educational reform. No institution or person is perfect. Education can be improved by criticism which points out mistakes and errors and suggests better procedures and policies. Community participation ought to produce a dialogue that will enlighten all parties. The parents and students will learn much about the problems and complexities of teaching. In turn, the educators will realize the benefits of having the public involved directly in developing policies for their schools.

A similar challenge faces The Alberta Teachers' Association. The "we-they" complex, the charge of bureaucratic establishment, the alienation of new members, the failure to communicate, indicates the need for change in the system. These are not complaints against the people involved -- they are complaints against an outdated system. Neither is more money to continue the same methods the answer. Much depends on how effectively funds can be used. Decentralization has been suggested as a solution. But my use of this term does not mean simply administrative decentralization where

> scattered regional offices continue the existing pattern. It is my firm belief that there must be a decentralization of Association procedures. We must establish a new relationship between locals, particularly large locals, and the provincial association. It must involve a redistribution of authority and responsibility. With the shift in emphasis to local autonomy in The School Act, a corresponding change in Association policy will be essential. The problem of support staff and paraprofessional personnel in schools is not answered. The attempts at evaluation of teachers have seemed to ignore the important factor of how human the teacher is when meeting students. Much attention must be directed toward the criterion of performance as compared to credentials.
>
> These issues are not simple -- but they must be faced -- and soon.
>
> (A.T.A. Magazine, January-
> February, 1970)

The chairman of the Committee for Rewriting the School Act in early June of 1970, presented a paper to the secretaries and trustees in their annual short-course and seminar at Banff (Appendix G). That statement dealt with decisions considered to be consequential to the passing of Bill Number 35 and in some detail specifies the immediate effects that were felt when the Act was passed. A summary of that paper follows.

The paper drew the attention of boards and secretary-treasurers to two problems that arose shortly after the act was proclaimed. One of the chartered banks in Alberta circulated its managers suggesting that borrowing for current purposes would be cut off prior to August 1 on the grounds that changes in the new School Act would prevent boards from charging their revenues to secure borrowings. They also suggested that their legal advisors were doubtful that the board of trustees would have the power to make a promissory note. It was pointed out to boards that managers of two rival banks would be pleased to accept the accounts of any school boards whose relationship with the bank were in jeopardy as a result of any shortcoming of the new Act. It was the opinion of the Department of Education that the new Act was sufficiently clear about the board's status as a corporation that no legal question of borrowing could succeed. Boards were advised, however, that unrestrained borrowing likely could not proceed, for ministerial approval of current borrowings was not provided in the Act, making it necessary for boards to maintain financial stability in the eyes of their bank managers.

Attention was drawn to the claim being made by the A.T.A. that the school opening date, school year and several related matters be considered to be conditions of employment. The statement was made that if boards agree to include all such matters in collective agreements they will all in fact be conditions of employment. It was pointed out, however, that the contents of an agreement are arrived at by collective bargaining but in the opinion of the Board of Industrial Relations certain matters which employees may wish to negotiate may be considered as the employer's prerogative.

Attention was drawn to the provision of local advisory boards in the Act and the suggestion was made that local boards which have been established under previous legislation were now automatically within the framework of the new Act.

Regional district legislation was reviewed.

The opportunity to form a joint body with the municipality or other corporation under Section 92 was examined.

Boards were advised to exercise their responsibility under Section 139 wherein the board is required to do certain things in order to assure that schools would re-open in the fall. Specifically, boards were advised to specify school opening date, specify the number of days of school operation and in general deal with all other matters mentioned in Section 139 of the Act. Holidays were discussed and the difference between vacations and holidays was stressed.

Attention was drawn to the requirement of the Act, that each board was required to hire a superintendent of schools. It was suggested that hiring a superintendent was perhaps the most crucial decision facing the boards at that time.

Attention was drawn to Section 65(3)(d) wherein the board is required to make rules for the administration, management and operation of schools. The necessity to make and implement policy was stressed.

Bonding of employees, the hiring of non-certificated employees, insurance coverage, the status of all subsisting contracts, policy regarding the appointment of vice-principals, school entrance age, procedures for dismissal of teachers and transfer to the new School Election Act were additional items that were brought to the attention of boards. Each of these items illustrated areas where the effects of the writing of the Act were to be felt throughout the province.

Summary

This chapter chronicles the events which transpired just prior to and during the rewriting of The School Act. The social climate in which the Act was written is described in a chronology of all of the events that were judged to be significant as the techniques associated with case studies and content analysis were applied to the written materials which were available. Further insight into the activities and attitudes which were associated with the rewriting of the Act were provided in the description of a contextual map which is included. The analytical tools which are available to the researcher through use of the contextual map are applied in the next chapter.

Chapter 6

THE RELATIONSHIP OF RELEVANT CONCEPTUAL FRAMEWORKS TO THE WRITING OF THE SCHOOL ACT - A SUMMARY WITH CONCLUSIONS AND IMPLICATIONS

Introduction

Chapter 2 of this study presented a discussion of frameworks from which policy and policymaking may be viewed and argued for the addition of a fifth area of interest in the policy sciences, viz., policy discovery or policy identification. The assumed relationships between the models discussed and the reality of writing the School Act were not explored. Chapter 3 reported research procedures employed in this study. In Chapter 4 the process of identifying or discovering certain policies that were implicit in the revised Act was reported as a first application of principles developed in Chapter 2. Chapter 5 then documented the School Act writing experience from two vantage points; first as a basic chronology and then in terms of a contextual map, thus enabling analysis from the viewpoint of the conceptual frameworks developed in Chapter 2. This chapter relates the frameworks to the account of the rewriting and addresses itself to elucidation of responses to the questions posed in stating the problem and sub-problems at the outset of the study. Conclusions reached in conducting the study appear with the discussion of problems and sub-problems.

The Problem

By way of restatement, the problem upon which this study focussed was as follows: to examine and analyse the events associated with the writing of The School Act, 1970, in terms of recently developed theoretical frameworks for understanding the processes of public policymaking.

An examination of the events associated with the writing of The School Act in terms of the dimensions of policy sciences presented in Chapter 2 indicates that there were some similarities between those considerations deemed to be important from the viewpoint of the policy sciences and the actualities of writing the Act. The dimensions of policy sciences by which analysis of the rewriting activity can proceed include the concepts of policy analysis, megapolicy, metapolicy and realization strategy. This study suggests that policy identification be added to the list. A discussion of the applicability of each of these dimensions of policy sciences to the rewriting of the Act follows.

One could argue that some of the procedures associated with policy analysis were implicitly followed in structuring the new Act. The procedure, however, does not seem to have proceeded in a very comprehensive way. Identification of alternatives was sought through involvement of various reference groups on the Committee for Rewriting The School Act and through solicitation of briefs and comments from the general public. There was no concentrated effort made, however, to provide innovative methods for generating great numbers of alternatives nor for testing the viability of alternatives examined from the viewpoints of more than a few selected individuals and reference groups. There was an implicit concern shown for underlying values. This is best exemplified through examination of issues surrounding changes to separate school legislation where, during the process of writing the first draft and in the modification of suggestions made later on, the values of separate school supporters were recognized and in most instances accommodated. Nevertheless it would seem to be a valid assumption that considerably more depth in policy analysis activities could have been employed than were followed implicitly by the Committee.

The statement of basic principles which was formulated by the Committee in its first meeting is perhaps the only approximation to a megapolicy phase of the rewriting experience that can be found. This, however, was somewhat deficient from the standpoint of the policy sciences for it did not involve the Minister, his deputy nor any of the directors in the Department of Education. It was undertaken solely by the Committee for Rewriting the School Act and seemed to flow primarily from the observations presented to the Committee by the chairman. It cannot be argued that the Committee had a statement of overall goals nor that the boundaries between any of the specific policies implied in the Act were regulated by overarching goal statements. Only implicit concerns with the time over which the policies implied in the Act would operate were manifest. Possible risks associated with various committee proposals were only judged on the basis of personal opinions expressed by Committee members. They were not subject to examination in the larger community. At no time was the Committee concerned directly with whether or not the policy changes implied in revisions to the Act were innovative or incremental. Intuitive feelings about what would be accepted seemed to rule. No attention was drawn to whether or not policy changes should achieve goals through shock effect or through mutually coordinated ways. Little recognition was given to implied assumptions about the future state of Alberta Society. No consideration was given to any theoretical or conceptual basis upon which the activity may have or should have been proceeding. Little concern was shown for future availability of resources nor even for the manpower and support resources which would have been necessary to effect policymaking in the ways described in the literature. Because there seemed to be no awareness among the Committee members of alternative styles of making policy nor a firm realization that megapolicies ought to guide policy analysis, no evidence can be shown that even in an implicit way these procedures were anticipated. The sorry conclusion must be drawn that the writing of The School Act, 1970, proceeded without any of the concerns addresssed in the literature under the general heading of "megapolicies" being met in any but an inccidental way.

Metapolicy is policy on how to make policy. Activities in the Department of Education prior to December 19, 1968 and the meeting of the Committee on Legislation and Regulations held that day represent activities associated with rewriting the Act that could be classed as metapolicy-type activities. During the six months preceding the December 19th meeting of the Committee on Legislation and Regulations, decisions were taken by the Minister of Education and departmental officials respecting the way in which the Act would be rewritten. From examination of the documents referred to in Chapter 5 it is evident that there was no accent on policy and policymaking at this time. The accounts which are available and reported in this study seem to indicate that the initial plan was to accomplish essentially a housekeeping job in removing redundant sections from the Act. As time developed and because of the particular interests of the Alberta School Trustees' Association, the terms of reference were expanded by the Committee to include a complete rewriting instead of a simple revision of the Act. But again, this was seen as a structuring of basic regulations under which schools should operate and not as a policymaking activity in the terms now employed by writers in the field. Had the knowledge now available in the policy sciences been employed by the Committee, it seems probable that the structures which developed for making changes in the Act and the Act itself which now is seen as an expression of underlying government policy may have been quite different.

Realization strategy is the fourth dimension of the policy sciences discussed in this study. Because the School Act was proclaimed for implementation on August 1, 1970 it achieved significant impact on reality immediately. The Committee for Rewriting the School Act, however, did not address itself in any definitive way to the effects which the Act would have upon proclamation except in the intuitive sense with which the other dimensions of policy sciences may have been employed. The observations made with respect to metapolicy applies equally well to realization strategies. Had there been a sensitivity on the part of the Committee or the government to ways by which the new policies would impact reality, the antagonism-producing approaches made by the Committee and the negative actions engendered in reference groups by that activity could perhaps have been ameliorated.

Chapter 4 examines the concept of policy identification which is developed in this study. This concept is applied in that chapter to the policies which seem to have been implied in the writing of the Act itself. It can be logically argued that the process of policy identification might well have preceded the steps which the Committee took in writing the Act. Had there been an earnest attempt to identify the policies implicit in The School Act, 1955, and practices associated with the operation of schools in 1968 and 69, there would likely have been more direct attention paid to those policy issues in writing the new legislation. As it was, policy issues were examined but not from the standpoint of overarching, broad goals of government. Instead they were seen as a series of discrete but interrelated problems which could be resolved through writing legislation, an activity which according to the literature probably could have followed decisions about general educational policy. Policy identification, it is argued, is the logical first step towards legislative change of the magnitude represented by the rewriting of The School Act.

The problem upon which this study was based can be further explored in a general way by examining the discussion of prospective policymaking contained in Chapter 2 in relation to the activities of the Committee for Rewriting the School Act. The procedure labelled meta-goal setting is an application of the concept of megapolicy which has been explicated in the foregoing discussion of the policy sciences. As applied to making policy prospectively, the purpose of meta-goal setting is to set the goals of the goals of the organization. It addresses itself to the broad overarching goals that an organization is presumed to have. As noted in the discussion of the policy sciences above, the absence of a specific frame of reference for rewriting the School Act illustrates that there had been no meta-goal setting activity in relation to the proposed new Act prior to implementation of the project. It was probably an implicit realization of the omission of this important phase in policy-making that prompted the February 10, 1969 editorial in the Edmonton Journal calling upon the government to formulate a consistent philosophy of education prior to making any attempt to rewrite the Act. It would seem that subsequent denunciation of the project may have been based upon this implicit realization. It may have been wise to "process values" (Dror, 1968:164) by examining different raw values and formulating goals consistent with those which government seemed to prefer. Had rational attempts to ensure internal consistency among values accepted been undertaken, it is less likely that basic value conflicts would have been so evident. Little effort was made to establish a priority of preferred values, a difficult activity which if it had been attempted may have prevented some of the animosity which the Committee engendered relative to minor issues such as those raised by the Library Association of Alberta and the Certified General Accountants Association of Alberta.

A discussion of meta-policymaking developed in relation to prospective policymaking raises similar concerns to those presented in examining the policy sciences. As related to this study it seems valid to suggest that the writing of The School Act was not preceded by attempts to design and manage the policymaking system nor in accordance with any overall principles and rules for policymaking. Such rules as were followed seemed simply to emerge during the process of rewriting the Act, a circumstance which typifies the incremental approach.

There was an element of processing reality (Dror, 1968) in rewriting the Act, for in suggesting certain changes there was a realization that the context within which the Act was being rewritten allowed certain modifications to take place. The balance in power between the interests of teachers and trustees with respect to collective bargaining seems to have been acceptable only because there was neither an over supply nor an under supply of teachers at the time the Act was rewritten. It was only against this perception that the balance in power was able to be shifted to the degree that it was. Some attempt was made to conduct a needs assessment in the Committee where discussions frequently brought out current conditions and preferred states were explored. These needs assessment sessions did reveal problems which then were solved in as rational a manner as the limited frame of reference of the Committee permitted. That so few problems emerged that were not at least tentatively resolved, it can be argued, was perhaps the result of intuitively following the basic principles of incrementalism.

The phases of policymaking discussed in Chapter 2 were not known by the Committee. Consequently, resemblances between these phases and the actual experience of writing The School Act are few in number. Specifically, there was no attention paid by the Committee to allocation of problems, resources and values nor in sub-allocation of the same. The operational goals that guided the enterprise initially are contained in the report to the Minister of Education dated January 9, 1969. Further elaboration of goals and principles is contained in the Report of the Committee for Rewriting the School Act, February 11, 1969. Examination of these statements, however, leads to the conclusion that the Committee was more concerned with immediate activities rather than with long range goal statements.

Phase 10 of the prospective policymaking model presented in the study was not addressed in any way. There was no attempt to establish a set of other significant values which would impinge upon the matters under discussion in the rewriting of the Act. The result of this was that the reactions of reference groups reported in the chronology was not accurately anticipated.

It would seem that there were some attempts to implement the considerations discussed under Phase 11 of the policymaking model developed in Chapter 2. Alternative proposals were considered and "good" ones were proposed by each of the reference groups in deciding which of the sometimes opposing alternatives would be included in this draft. However, the Committee chairman, whose duty it was to actually write the draft legislation, seemed to follow an incremental approach or a satisficing one rather than attempting to conform to a standard of "goodness". It can probably be argued that rational techniques for deciding what course of action would be written were few and that reliance upon incrementalism and intuition predominated.

There was no attempt made in the rewriting of The School Act to generate the probable costs and benefits of any of the alternatives which were considered. Choice of alternatives was made primarily on the basis of hunch and intuition mixed with considerations of political feasibility such that the whole area of the rational approach to testing effects and alternatives was lost. That the pendulum swung too far to extrarational processes seems to be undisputed. Had the emphasis been on more rational approaches or even on the optimal approach advocated by Dror and reported in Chapter 2, the exercise would have taken considerably more time than in fact it did.

It must be concluded that Phase 13, comparing the predicted benefits and costs of the various alternatives and identifying the best ones, was again only approached intuitively. Never was the consideration of what would constitute the best solution to problems imposed upon the compromise process by which all controversial issues were eventually decided.

Phase 14 deals again with evaluating benefits and costs of best alternatives. This was not pursued in writing the Act.

The inescapable conclusion must it seems be drawn that the participants in writing the School Act, 1970 appraoched their work in ways which only in few details resemble the conceptual frameworks now being advocated for public policymaking. It would seem that had the information contained in Chapter 2 been available and accepted by the Committee their work would have proceeded in much different directions requiring additional resources in terms of time, money, knowledge and personnel. One can only conjecture what differences in the Act may have occurred.

Sub-Problem 1

Sub-problem 1 poses a problem towards which analysis can now be directed. Does application of Dye's (1972) six models of public policymaking and Amara's (1972) framework to the writing of The School Act, 1970 provide insights into processes of policy formulation and identification? In answering the question, analysis of the work of the Committee for Rewriting the School Act will be undertaken from the viewpoint of each of the six models advanced by Dye. Following this, an amplification of the components of Amara's framework, which is an extension of the systems model will be presented.

The Elite Mass Model: Policy as Elite Preference

Certain of the assumptions underlying the elite mass model seem to pertain to groups associated with the writing of The School Act. The fact that the Alberta Teachers' Association was able to generate sufficient pressure on government to accomplish certain of its demands would seem to indicate that the A.T.A. is a group which had power. As such, it can be classed as an elite. Certain outcomes of the rewriting process which are embodied in the revised Act do seem to represent goals to which the Alberta Teachers' Association had been striving. Inasmuch as legislative decisions can be interpreted to be manifestations of policy, it would seem that attainment of A.T.A. preferences in the legislation is in accord with the principle which is ascribed to the elite mass model whereby it is the values of elites, not those of the general public, that determine the course of public policy. That these changes were generally incremental rather than revolutionary is further witness to the existence of an elite on the part of the Alberta Teachers' Association.

The Alberta School Trustees' Association can likewise be thought of as an elite. Certainly there were issues such as the assurance that regional bargaining units could be established despite the objections of the Alberta Teachers' Association that illustrate elitist principles at work.

There is perhaps one other area in which it may be argued that the rewriting of the Act was in fact conducted at least in part under the elite model of policymaking. In conferences conducted in the period during which the School Act was being rewritten, it was noted by a number of the participants that essentially the same people attended every conference, whether it was called by the Alberta Teachers' Association, The Alberta School Trustees' Association, the Alberta Federation of Home and School Associations, the Department of Education or the Commission on Educational Planning. The question arises as to whether or not this significant overlap of persons represents an elite in the organizational establishment whose input was valued more highly than those of other citizens in the province, despite the fact that wide participation in the enterprise was invited. With respect to the elite model, therefore, one can perhaps infer that principles enunciated in connection with that model were operative to some degree at least in the writing of the Alberta School Act, 1970.

The Group Model: Policy as Group Equilibrium

There is some evidence that interest groups other than those that participated on the Committee did have an impact upon the writing of the Act. The Certified General Accountants Association of Alberta, the Library Association of Alberta and the Council for Exceptional Children represent groups that made demands which were acted upon by government. In some instances the demands made by the group were in opposition to those being advocated by the major participants in the rewriting experience and the process of achieving equilibrium among all groups was one of the tasks that Committee members faced. The stance taken by the chairman of the Committee with respect to policy issues on which there was not agreement whereby he attempted to structure policy which was midway between opposing preferences is a manifestation of an attempt to achieve group equilibrium. Thus it would seem that there were at least some elements of the group model operating in the writing of The School Act, 1970.

The Rational Model: Policy as Efficient Goal Achievement

If the goal of rewriting The School Act was from the beginning as stated by Byrne to the 1970 C.E.A. Convention and if those goals were in fact realized, one might assume that the process to some degree was a manifestation of the rational method of making policy. Byrne saw the purpose of rewriting the Act in five distinct goal-like statements (Byrne, 1970). At the conclusion of the project it was evident that many of the sections of The School Act that had been developed in response to specific issues over the years had in fact been eliminated through consolidation, transfers of responsibilities and withdrawals. Many would agree that clarity of the Act was improved by removing many wordy legalistic sections. Apart from Section 119 which limited boards' opportunities to levy supplementary requisitions as freely as in the past, it seems that there was an increase in local autonomy. Certainly a greater number of decisions affecting local school operations were committed to the negotiating process between the boards and their staffs than had been the case previously. Realization of these goals then can be assumed to be a manifestation of the rational approach to making policy.

There is a limit however to the extent to which one can say that the process was rational. There was not an examination of a great many possible alternatives to policy issues and certainly not all possible alternatives were known. Projections of costs of various policy alternatives were not made in terms of social, political and economic values. In fact, little attention was paid to values at all. Application of the rational model was at best minimal in the process of rewriting the School Act.

Incrementalism: Policy as Variations of the Past

Perhaps the model that best describes what happened in the rewriting of the School Act is the incremental model. The policy issues which were addressed and the sections of the Act which emerged were essentially variations on the past. The initial suggestions for revision of The School Act presented by Mr. Wetter can be categorized as incremental alterations to existing patterns. Thus it would seem that the intended approach was to follow an incremental model in the project. After the Committee had given some consideration to its mode of operation and gained the approval of the Minister of Education to "rewrite" rather than "revise" the Act, there was a feeling among members of the Committee that creative innovations in the legal structure of the school system might well emerge. Examination of the product however, forces one to the conclusion that despite initial resolves, the incremental approach predominated. An example of abandonment of a revolutionary proposal is seen in the suggestions that were made concerning public libraries and community recreational services. The Committee felt that it might be well to allow greater school board participation in the areas of public libraries and provision of community recreational services. However, outcry from the Library Association and certain community recreational groups was strongly sustained until those particular proposals were withdrawn by government. This is consistent with the incremental model whereby change is permitted, but at a deliberately slow pace. Satisficing characterized many of the policies that were structured into the new Act. With the emphasis on intuitive and perhaps historical processes which seemed to have been employed, conformation for the view that it was the incremental model which best fits that which actually did occur seems to be supplied.

Many of the reasons given by Dye for the popularity of the incremental approach are seen in the experience of rewriting the School

Act. Because the time line was short, financial and personnel resources were in short supply and the knowledge of public policymaking models was largely non-existant, investigation of all alternatives to existing policy was not carried out. There was tacit acceptance of the legitimacy of many of the implicit policies which characterized earlier school legislation and such changes as did occur can be labelled as extensions of those existing policies. It can probably also be argued that one reason for the acceptance of these minor alterations was the uncertainty that Committee members and other reference groups felt when adoption of totally different ideas was suggested. It would seem to be true that the heavy material, human and structural investments in the existing school system under the existing School Act did tend to preclude radical changes. In addition, there were very few if any, radical changes proposed for incorporation in the Act. Those that were suggested such as changes in the basic structuring of separate school systems were not found to be politically or legally feasible. It would seem to be true that the Act which emerged was judged to be politically expedient. The fact that there was little questioning of the Act itself in the Legislature and that there was virtually no opposition to the proposals that were put forward by members of the Opposition illustrates that the Bill contained proposals which were politically safe. The Act did tend to cause little conflict, to maintain stability and to preserve the existing system under which education was operating. It can be assumed that the drafters of the Act together with the Legislature which passed it acted as a pragmatic man in that they did not search for the one best way but tended to grasp quickly for the way that would work.

Institutionalism: Policy as Institutional Activity

The institutional model as described by Dye was only marginally applicable to the experience of rewriting The School Act. Certainly the institutions of government represented by the Department of Education, the Department of the Attorney General and their respective branches had significant impact on the final product. Within the Department of Education there were branches that had certain of their functions changed in the rewriting process. The work of the School Buildings Board and Branch and the Registrar's office with respect to certain matters concerning certification of teachers was altered by the rewriting process. Nevertheless, because of the pressures which were experienced from outside the Department of Education and other institutions of government, it can probably be stated that the institutional model is not particularly applicable to the actual experience of rewriting the Act. On the other hand, had the Department of Education not been active on the Committee or had the chairman been other than an employee of the Department of Education, the applicability of the institutional model would be even less significant than it now appears to have been.

The Systems Approach: Policy as System Output

The writing of The School Act was not fashioned on a comprehensive systems model. However, some elements of the systems approach were operative. Intuitively, inputs from within the system, reports of feedback and environmental forces were considered but no attempt was made to array relative strengths nor to extract meaningful data from them in any organized way. The receipt of letters, briefs and other submissions was intuitively seen as the way in which material for inclusion in the Act might be gathered but thinking of it in terms of systems analysis was not characteristic of the Committee's approach to the task. Projection of consequences was intuitive and the total effort probably suffered from the random way in which the whole was produced.

The policies which can now be derived from The School Act in a retrospective sense may have been derived in a more rational manner and may have been different had the Committee examined the policies in the former Act after they had been extracted retrospectively. It can probably be inferred that if the processes of writing the Act were to be repeated, there could be significant gains made if the project were considered in a systems approach such that implicit policy extant in the Department and in education generally throughout the province were derived retrospectively and then enunciated specifically so that the new policy could be analyzed and written according to the systems model in the best prospective sense. The failure of the Committee to recognize these needs is probably responsible for some of the continuing policy-issue conflicts that characterize relationships between the major participant groups in education in the province at the present time.

Against the background presented above, one is brought to the realization that elements of many models of public policymaking but that no specific model was operative in the rewriting of The School Act. Dye's comment that "most public policies are a combination of rational planning, incrementalism, group activity, elite preferences, systematic forces and institutional influences" is certainly illustrated in the Alberta experience in 1969-70 (Dye, 1972:Preface). This statement seems to suggest that there is merit to the consideration of each of the models as being components of a larger scheme for viewing the policy-making phenomena. The suggestion made in this study that the systems model will accommodate such a view will perhaps provide corroboration for Dye's statement. Therefore, the synthesis of models presented in Chapter 2 seems to accommodate the applicable portions of each of the models discussed in this chapter to the experience of rewriting the School Act. Those portions of the group model, institutional model and elite mass model which were identified above as being in some way applicable to the rewriting of The School Act are illustrations of various locations within certain structures of the overall systems model that perhaps was operative. On the other dimension of the combined model wherein the functioning of the system is considered, those elements of rationalism which were applicable to the Act and elements of incrementalism can be thought of as being significant. Thus it would seem that a view of the systems model which incorporates all of the dimensions discussed in each of the other five models is capable of explaining the overlap in approaches which is evident when each model is considered separately.

Amara Framework

One of the aspects of sub-problem 1 is to direct attention toward application of Amara's framework to the writing of The School Act, 1970. This framework conceptualizes in a systems' way certain elements which can contribute to effective policymaking. It provides particular insight into the processes used in writing The School Act, 1970 in that it shows many of the elements of a functioning system that were not directly employed in the rewriting activity.

Examination of the framework against the background provided in Chapter 5 seems to indicate that the activities associated with the writing of The School Act were, according to Amara primarily societal processes. They were influenced by external societal events and by internal societal events almost exclusively. During the rewriting itself some societal indicators seem to have been present, particularly in the form of reactions to drafts that were received continuously. Meetings that were held including the Minister's conferences, A.S.T.A. Annual Meeting, Emergent Representative Assembly of the A.T.A. and others, seem to be evidences that societal indicators were recognized in making modifications to drafts. Activities of the Committee when reacted to outside of the Committee caused modification of viewpoints taken. This is a manifestation of internal societal events in the Amara phraseology in action.

The major contribution of the Amara framework, however, is to clearly indicate that the entire left hand side of his diagram consisting of external inputs to strategy formation, viz., values, goals, attainments and strategies including policies, plans and programs were not considered and hence did not impact the activities of the Committee to any great extent. Had the activities of the Committee been a result of prospective policy as described in this study, it would have been impossible to ignore values, goals, attainments and strategies. Had the policy identification activity discussed in Chapter 4 been in operation, there would have been a feedback mechanism operating between societal processes and strategies, that missing feedback arrow from the Amara framework, but the account written in this study indicates that to a very large degree the significant pre-legislative activities in the policymaking field were not operative.

In direct answer to the problem posed in Sub-problem 1, does application of Dye's (1972) Six Models of Public Policymaking and Amara's (1972) Framework to the Writing of the School Act, 1970 provide insights into processes of policy formulation and identification, the answer must be yes. Had study of Dye's models or the foundation work which led to his formulation been considered by the Committee it is likely that attention would have been paid to global issues in a policy sense to a much greater degree than Chapter 5 reports. Examination of Dye's models and the Amara Framework has enabled development of two basic processes that characterize effective policymaking activity, namely, prospective policy development and policy discovery or identification. Had these prospective and retroprospective processes been understood at the outset of the writing of the Act, it seems reasonable to assume that application of the principles developed under those two modes of policymaking and identification would probably have had significant impact on the output.

Sub-problem 1(a) addresses itself to a discussion of the five major policy issues that can be identified in the Act. Chapter 4 of this study reports identification of five policies and describes the way in which those policies were identified retrospectively. Sub-problem 1(b) asks how the policies associated with the five issues were formulated and derived. In this study the methods described for policy identification were employed. In writing the Act, however, it is evident that policies were not specifically identified or formulated. The Committee, working in an activity orientation rather than in a policy development mode, addressed the question of legislation directly and evolved legislative statements from which policy can now be inferred. Again, it must be noted that had the process of policy identification and prospective policymaking been known, development of sections of the Act would probably have proceeded prospectively, making the retroprospective analysis attempted in this study less relevant.

By way of restatement, the policy identification activity undertaken in this study disclosed general agreement among the participants chosen to perform the policy identification activity on three policy issues. These were the comprehensibility of the Act, the accent on local autonomy and reliance on the negotiation process for resolution of many local relationship problems between boards and their employees. It would seem that the policies which were implicit in the minds of the participants on the Committee and the other policy makers who adjudicated their work that these three general policy issues were addressed in writing the Act. The Act seems to be much more easily understood in its current form than was the predecessor Act. That the opportunity for local autonomy exists in areas that were not as open before is demonstrated in sections dealing with broad board powers such as Section 65 of the Act. The opportunity to negotiate without restriction within the Act itself seems to be greater than it was under the 1955 legislation.

The other two policy areas on which there was not full agreement among the members of the group participating in the policy identification activity were the emphasis on individual rights and preservation of separate school legislation. Both of these issues deal substantively with human rights which was and is a policy concern with respect to school legislation in Alberta. Again it can be noted that had distinctive policy statements been available to the Committee, the results of the legislative process may have been different than they were. Because the activity was primarily incremental in its orientation toward human rights matters, few if any changes occurred in this area. If, however, a policy direction had been taken by government such that longstanding constitutional guarantees were compared with and an attempt made to reconcile newer human rights legislation and the Bill of Rights, the output may have been quite different. Nevertheless it would seem that had the perspectives from the conceptualizations reported in this study been available to the Committee, policy statements would have preceded legislative enactment, a condition which still does not exist.

Sub-Problem 2

Sub-problem 2 asks the question does application of Lasswell's construct of contextual mapping to the policymaking process that characterized the writing of the School Act, 1970 provide useful insights for policymakers. An examination of the contextual map which was reported in the latter part of Chapter 5 leads to an intuitive judgment that insights were gained by using the Lasswell model. Elements of the contextual map will be briefly reviewed as the supplementary questions under sub-problem 2 are examined.

Sub-problem 2(a) asks the question, who were the effective participants influencing the writing that identified major issues. Reference to Chapter 5 indicates that the effective participants were the Alberta School Trustees' Association, the Alberta Teachers' Association, The Alberta Catholic School Trustees' Association, the Alberta Federation of Home and School Associations, representatives of the University of Alberta, the Department of Education, the Committee for Rewriting the School Act itself, the Department of the Attorney General, the Legislature and selected segments of the general public. Those effective participants who identified major issues were the individuals who served on the Committee for Rewriting the School Act together with individuals in the organizations which were represented and with whom Committee members clarified viewpoints. In retrospect, it can be stated that the five major issues that were addressed by these effective participants were those which were identified in Chapter 4.

Sub-problem 2(b) asks what goals were held by the participants. This question is much more complex than the one above because there are no specific goal statements available concerning goals of effective participants and few goal-like statements from which goals can be inferred. Upon reviewing the case study presented herein, one can conclude that there was a certain degree of unanimity of purpose among the participants. Initially there seemed to be a uniform desire that the Act be rewritten and that it be more comprehensible, concise and relevant. Most of the participants agreed that the writing should be accomplished as quickly as possible but definitions of how much time would be required varied with the groups as the project progressed. With respect to powers of school boards and conditions under which teachers' contracts would exist, goals of the Alberta School Trustees' Association and the Alberta Teachers' Association were known and were, on some issues, diametrically opposed to each other. This led to a goal on the part of the Department of Education representatives to find some mid-ground or least-bad compromise position that would generate the least amount of hostility upon enactment. The goal of the Alberta Catholic School Trustees' Association seemed to be to maintain current structures and gain additional jurisdictional and financial freedom for separate school boards. The stated goal of the Alberta Federation of Home and School Associations was to gain more power for the organization and also champion the rights of parents in relation to school matters, a position which was shared to a large extent by the Alberta Catholic School Trustees' Association. All of these goals however were largely implied. Had they been made more specific it is likely that the dimensions of the problem may have been better understood by the Committee and attempts to reconcile differences may have taken different directions.

Sub-problem 2(c) concerns itself with perspectives held by the participants. These are discussed in some detail in Chapter 5. Again it might be noted that had specific perspectives been catalogued and compared, approaches to gaining consensus may have been altered.

Certain situational factors seemed to modify the perspectives of some of the participants during the course of the rewriting of the Act. These are discussed in the contextual map presented in Chapter 5 but the interrelationship of situational factors upon the various groups leads to certain conclusions. The fact that the teacher supply was virtually in balance at the time of the writing of the Act whereas there had been a shortage of teachers a few months before and a surplus a few months afterwards, seems in retrospect to have been a most significant factor. It seems certain that there would not have been as little objection from the Alberta Teachers' Association to permit temporary contracts between boards and teachers had there been a surplus of teachers at the time the Act was written and as developed shortly thereafter. Although a surplus had been forecast for years, the impact seems not to have been accurately judged. This seems to have led to acceptance of a condition that may not have been acceptable at another time.

Participation on the Committee for Rewriting the School Act by the Alberta Federation of Home and School Associations provided an arena that may have been influential in assuring a continuation of the existence of that body. As noted in Chapter 5, consideration had been given at an annual meeting to disbanding the organization but through participation on the Committee and conferences held in connection with the drafts of the Act, renewed purpose and interest was found which contributed much to the life of the organization. This regeneration of interest made the presentations of the Alberta Federation of Home and School Associations influential in such matters as parents' rights and fostering greater awareness of the needs of children with learning disabilities.

An account of the identifiable basic value positions held by the participants is developed in Chapter 5. Values associated with power, enlightenment, wealth, well-being, skill, affection, respect and rectitude were addressed in writing the Act. It would seem that power and enlightenment were the two issues that surfaced most frequently in the Committee and are the ones which are dealt with most specifically in the completed Act. As discussed in Chapter 5, each group seemed to be concerned with the power it would retain under the new legislation. Since an act of the legislature delegates authority or legitimated power, it is not surprising that this would be the prime focus of discussion in formulating new legislation. Because The School Act deals with basic educational opportunities for the youth of the province, the value of enlightenment was also addressed for it is in providing enlightenment to children that the purpose of schools may be found. Because many people attend school for purposes of vocational preparation, the value of wealth is also implied, but in writing the Act not as much attention was paid to wealth, well-being, affection, respect and rectitude as to the other values. Development of skill is one of the purposes for which schools exist but in writing an Act to govern schools very little attention was paid to values associated with skill development. The power struggle between organizations then is the one which was foremost in the activities of the Committee.

In attempting to answer the question of how value positions influenced the writing process one immediately is forced to examine the many confrontations that took place between organizations, members of the Committee and the government. The entire exercise can be characterized as a power struggle in which each group and individual attempted to seek acceptance of personally held or group value positions. Techniques used in the power struggle included submission of briefs, press releases, publicity campaigns, emergency meetings, preparation of petitions, letter-writing campaigns, lobbying with M.L.A.'s and cabinet members, with presentations before the Standing Committee of Public Affairs, Agriculture, and Education as the climaxing activity. The result was compromise. Where compromise was not possible, arbitrary decisions by government and its employees attempted to ameliorate differences such that the least-objectionable, pragmatic solution was presented for enactment. The result was that in relation to certain aspects of the legislation, particularly in the areas where confrontation was greatest, none of the parties was entirely satisfied with the product.

Since social forces are closely related to values held, examination of those social forces which influenced the writing of the

Act provides a slightly different perspective from which to view the same substantive material. When values are defined as that which one feels in some ultimate sense he ought to do and social forces are viewed as value-laden energies that are held with sufficient conviction to institute actions, the relationship which is implied above can be better understood. The value held by each group to increase its power relative to all other groups seems to create a social force. Each group instigated as much action as it could muster with the resources at hand to influence the power struggle in the direction which it considered to be most favourable. There were, however, other social forces in the environment that made the exercise of naked force impossible. The basically conservative milieu in which Alberta education has proceeded for many years created a climate in which evolutionary rather than revolutionary changes could be made. The realities of limited amounts of public finance to support education in some respects limited discussion. The existence of the Worth Commission whose mandate was to provide conceptual alternatives for the shape of education in the future became a social force that limited innovative approaches in the Act itself. Knowledge that the Commission on Educational Planning would suggest alternatives however, became a social force that cemented the view that the document should be written in an open style, and thus be capable of accommodating many structures under very generalized legislative prescriptions. The protests of the late 60's among students and employees were other social forces of which the Committee was cognizant. Thus it must be realized that the writing of the Act occurred within a larger context wherein the environment supplied social forces that circumscribed Committee deliberations and focused attention to matters felt by the public at large to be the most prevalent. The fact that the outcome of the Act has been as stable as it has been is perhaps the best evidence that these forces, while not recognized explicitly, intuitively governed the work of the Committee, thus tending to prevent excursions into irrationality and improbability which may have been more likely to occur had environmental social forces not been recognized.

Sub-problem 2(h) attempts to examine the strategies which were employed by the participants. The foregoing paragraphs have reviewed a number of the strategies which were employed as did the discussion in Chapter 5. It seems that each group represented on the Committee made conscious decision of the strategies that they would employ in influencing the writing of the Act. Certainly the Department of Education had a point of view and in giving to the chairman the responsibility to do the actual writing, a strategy decision was made which in its implementation may have been the factor that prevented stalemate. Both the Alberta Teachers' Association and The Alberta School Trustees' Association at different times, by attacking the time line on which the Act was being prepared, seemed deliberately to be attempting to slow down or stop developments which were taking place. The Alberta Catholic School Trustees' Association drew upon strategies designed to preserve and expand and in their public campaigns seemed most successful in generating effective controls on the Committee such that the majority view which was expressed in the first draft was not enacted. Each of the other groups seemed to examine its strategies relative to the writing of the Act with the result that rational, politically expedient, obstructionist and cooperative strategies were all at work.

Sub-problem 2(i) asks for an examination of how the varying strategies influenced the writing process. The foregoing paragraphs anticipate the problem but leave the conclusion to be drawn that alternate strategies may have produced alternate results.

Sub-problem 2(j) is concerned with the immediate outcomes of the writing process. The Committee produced a draft Act which was reacted to by numerous persons and groups throughout the province. The reactions were monitored by the Deputy Minister, the Minister of Education and the Education Committee of Caucus. The results were accommodated in a legal draft which was prepared in the offices of the Legislative Counsel. Eventually, Bill 35 was produced which again was subject to public scrutiny. Following extensive debate and review on the floor of the legislature, the Bill, with few modifications, became law. This was the major tangible immediate outcome of the writing process. August 1, 1970 was set as the date of proclamation after which time certain changes in the conduct of school affairs in the province emerged.

In discussing outcomes in the process of social interaction Lasswell classifies outcomes as being either value-indulgent or value-deprivational for the participants. The analysis presented heretofore indicates that power was probably the most important value addressed in writing the new Act. It is however, rather ambiguous to ascertain whether or not the total effects of the new Act were either value-indulgent or deprivational to any of the groups. In fact, there seemed to be a balance of power operating such that gains which were perceived by one group were made at the expense of another, the whole being counterbalanced by relative gains and losses in some other area. In short, there does not seem to be a clear indication that any group at the conclusion of the rewriting experience occupied an improved or worsened position with respect to the gross amounts of power retained.

Lasswell's model of the decision process distinguishes seven power outcomes, namely, intelligence, promotion, prescription, invocation, application, termination and appraisal. In the rewriting of the Act there certainly were some intelligence outcomes manifest. Much information was gathered, processed and disseminated as a result of the work of the Committee. Greater understanding with respect to each of the five major positions identified in the study and with all other aspects addressed in the Act was gained by each of the effective participants and major reference individuals. It can probably be argued that each of the participant groups contributed to outcomes in the category labelled promotion. In particular the Alberta School Trustees' Association, the Alberta Teachers' Association and the Alberta Catholic School Trustees' Association all seemed to add agitational intensity to dissemination in the public of their particular points of view. Each of these groups was active in promoting the value position that they espoused. Production of the Act itself can be seen as a power outcome associated with Lasswell's category entitled prescription. The Act itself was the promulgation of regulations by the Legislature which did prescribe ways in which schools would operate in the future. An invocation outcome is defined as an act which characterizes a concrete situation in terms of its conformity or non-conformity to prescription, that is, policy, juries and the courts. There is an aspect of invocation in the outcome of the writing of The School Act in that statements are contained in the Legislation which specify what the legal recourse will be if either non-performance of any provision of the Act or illegal activity is conducted in implementing provisions. Similarly, the outcome labelled application was addressed in the transitional sections which provided for movement from the old to the new legislation. These sections also dealt with termination outcomes in that the product of the rewriting specifically dealt with those residual claims that would arise out of the transfer from the old to the new Act.

The final category of a power outcome, namely appraisal, which is characterized by the aggregate flow of decision according to the policy objectives of the body politic and identifies those who are casually or formally responsible for successes or failures was not directly addressed. Ultimate responsibility, however, seemed to continue to rest with the legislature of the province with a greater degree of accountability particularly in the area of management of local schools being transferred to school boards. The responsibility to appraise them would seem to fall on the local authorities in the first instance with residual responsibility for that appraisal resting with the Legislature, Cabinet and Department of Education as specifically delegated.

Sub-problem 2(k) asks the question, what effects did the outcomes of the writing process have on the new Act. This question can be answered by an examination of the interactions between participants that accompanied the writing of the Act. Interactions can be summarized in terms of value shaping and sharing and especially in terms of the priority of values, their accumulation, distribution, investment and enjoyment. The major participant groups during the writing attempted to effect a distribution of power in ways that would shape its eventual structure to the ends of the particular interest group. In areas such as financing schools, the interests of the Alberta School Trustees'

Association were the major factor in shaping the new legislation. There seemed to be little interest on the part of the other interest groups, particularly the Alberta Teachers' Association, in interfering in any way with methods that were thought to be advantageous by the Alberta School Trustees' Association. In the area of teacher contracts and board power however, there was keen interest by both the Alberta Teachers' Association and the Alberta School Trustees' Association in sharing power values. The process whereby resolution of conflict was accommodated by compromise or midway positions was an evidence of this value sharing interaction that characterized the writing of the Act. Inasmuch as local school boards seemed to accumulate more power than they may have had before, primarily because departmental regulations were abandoned as the new Act was proclaimed, it can probably be argued that one of the results of the writing of the Act was that values were accumulated according to certain priorities held by interest groups. There was a certain redistribution of value positions as compromises were made. It can be argued that the Alberta Teachers' Association was prepared to give up certain idealized positions or in other words invest values, in return for the right to make what to them were significant gains or enjoy values in Lasswell's terminology.

Summing outcomes by attempting to determine gross value outcomes, net value outcomes, and net value changes becomes rather complex. From the statements with respect to outcome contained in Chapter 5, determination of net outcomes can only be done from the perspective of each organization. All groups seemed to feel that in certain particulars they did accomplish certain of their objectives. In other areas there was a sacrifice, in some cases imposed by decisions made arbitrarily by government. Net value changes then indicate that a new approach to equilibrium of power values seemed to be achieved although subsequent attacks upon the results of the rewriting process indicate that the balance is still at best more illusory than real. Minor changes probably could tip the balance to renewed attempts at legislative resolution of differences.

Before discussing immediate and future implications of the writing of the School Act an examination of intellectual tasks from the viewpoint developed in Chapter 2 will be provided.

Lasswell (1971), suggests that "problem-solving encompasses five intellectual tasks. Five terms carry the appropriate connotations or can acquire them readily: goal, trend, condition, projection, alternative (Lasswell, 1971a:39)."

Quoting again from Lasswell:

> The categories implied principles of content and procedure. As guides to content they are reminders of questions worth raising in the consideration of any problem. As procedural principles, they imply the wisdom of performing the various tasks in an orderly manner. Since apart from its context no detail can be adequately understood, the five questions furnish an agenda for allowing the context to emerge at the focus of individual group attention. For example, a fundamental principle is that postulated goals are to be held tentatively until they have been disciplined by exposure to the consideration of trends, conditions, projections and alternatives. The most productive procedure is to examine the whole problem by returning again and again to the separate tasks.
>
> (Lasswell, 1971a:39)

In rewriting the School Act this approach to solving the problem of writing new legislation was not followed. It is difficult to find any attempts on the part of any of the major participant groups to clearly formulate a goal with respect to the project. The statement of General Proposals for Revision of the School Act prepared by Mr. Wetter approaches the matter of deficiencies in the former act and by implication suggests the type of goals specified in the post-facto statement given by Dr. Byrne at the 1970, C.E.A. Convention. The statement of basic principles arrived at by the Committee in their initial meetings does not formally address goals but from them various goals can perhaps be inferred. The fact remains however, that a clear statement of goals did not emerge.

Trends were perceived intuitively but there was no attempt to find the extent to which past and recent events approximated preferred terminal states, for preferred terminal states were never specifically enunciated. In effect one might say that no exact needs assessment process wherein the "ought" was compared to the "is" was followed. There was no analysis of conditions; no attempt to determine the factors that had conditioned the direction and magnitude of trends. Some projection of consequences of the new legislation took place within each of the participant groups but within the Committee there was no formalized attempt to reconcile the projections of the various groups other than to do it intuitively.

In the area of invention, evaluation, and selection of alternatives there was perhaps a greater correspondence between Lasswell's ideal method for solving problems and the activities of the Committee for Rewriting the School Act. With respect to specific problems numerous ideas were tested before the Committee and with the public until the preferred solution from the vantage point of the Minister eventually emerged. With respect to the major policy areas being discussed in this study however, a listing of alternatives showing differences and attempting to estimate the impact of each was not drawn up.

The conclusion that must be drawn from this section of the study is that although many matters claimed the attention of the participant groups and the Committee, there was not an organized method of reconciling problems which in any way fits the model of problem-solving advanced by Lasswell in his description of a contextual map. Had a contextual map been drawn initially, and the elements of problem-solving been directed to the matters under consideration at the time that the Act was being rewritten, it is suggested that choices would more likely have been made in the light of more information and more alternatives would probably have emerged than in fact were considered in the actual project.

A series of final observations respecting the role of a participant observer in a policy analysis study seems to emerge.

Because the writer performed such a central function in the rewriting of the School Act and continued to be employed with the Department of Education during the conduct of this study, certain facts, points of view and opinions held relative to sensitive issues such as Separate Schools and teacher-board negotiations were not reported. To do so, it is suggested, may have created pressures upon the writer, his employer and certain referent groups that could have upset the delicate balances achieved in writing the Act. The trade-offs which were accepted during the rewriting period could have been upset by openly reviewing every intimate facit of every argument. Consequently, the study dealt "softly" with areas that during the writing of the Act had engendered substantial controversy. The study failed to mention many other sensitive areas, partly because they were specifically and intentionally excluded in delimiting the study but also because the study was limited to examination of only five policy areas, the selection of which certainly was influenced by the writer's charge to the participants in the policy identification activity.

It may be argued that these circumstances may have weakened the study. However, any responsible investigator, whether he was external to the events reported or intimately involved, as was the writer, would have been sensitive to areas of conflict and should therefore have avoided influencing the future through upsetting existing trade-offs. Since the study was not a history, it did not cover every event associated with the rewriting of the School Act but did include sufficient though incomplete historical narrative to enable analysis of the policymaking processes that were employed.

How can a participant observer maintain objectivity? How can one be sure that personal bias does not inordinately color the reporting of facts? These questions tend to suggest that the study may have lacked a degree of impartiality and may therefore have been less valid than if a non-participant observer had been the researcher. In this study this charge was refuted by suggesting that objectivity was maintained by reporting only events that are recorded in source documents. Other participants in the rewriting of the Act were asked to monitor the selection and reporting of policy areas and screen the writer's biases. Because these procedures were employed, a degree of immunity from accusations of non-objectivity is claimed.

Notwithstanding the foregoing caveats, certain strengths in the participant observer approach to policy analysis seem to be suggested. Because he was a participant in writing the Act, virtually all events known by any of the principals in the activity were personally known by the researcher. Thus he was in a position to select and report the prime issues as presented to the Committee, the government and the major reference groups and individuals. When a non-participant is reporting, establishing relevance of issues reported may be less reliable because the research context may be removed from the central concerns that characterized events at the time.

Another strength claimed for this approach is that it represents a systematic analysis of a policymaking activity by a person possessing tacit knowledge of the subject matter. It thus fulfills the need for a policy study from the viewpoint of a practitioner as called for by both Dror and Dye.

Finally, the approach brings the benefits of systematic analysis to the scene of policy generation and execution. Because of the analysis undertaken by the writer, he is better equipped to judge the comparative adequacy of ongoing and future policymaking processes being used by his employer. Thus it should be expected that when this approach is used the liklihood of practitioners being able to generate more comprehensive policies that encompass expanding numbers of variables in our increasingly complex society will be enhanced. In addition, it is to be hoped that readers will find practical suggestions rooted in sound conceptualizations that will affect policymaking. For these reasons it is suggested that this approach is valuable and should be considered central to policy studies.

Implications

Sub-problem 2(1) asks the question, what were the immediate implications of the writing process (a) for the policy sciences, and

(b) for educational policymaking in Alberta. For the policy sciences, it seems apparent that the account of the rewriting is an historical representation of ways in which policy has been made when conceptual policymaking frameworks were not being considered. The primary accent seemed to be on product or output rather than process. Those processes which were described in the study show some semblance of order. In particular, it would seem that what may appear to have been a random selection of processes was closely related to the incremental model of making policy.

From these observations it may be implied that a tendancy perhaps exists when policy is made without reference to conceptual models for the incremental model to emerge. It would also seem reasonable to suggest that a prior decision to utilize the incremental model would lead to an expectation that improvement over its use implicitly could be experienced.

With specific reference to the rewriting of the School Act, the assertion has been made repeatedly in this chapter that if the models for public policymaking that have been described had been known and adopted, the processes used by the Committee may have been somewhat different and, by implication, improved. The study then is significant from the policy sciences viewpoint in that it serves to illustrate the advantages that analysis of an actual policymaking activity can have in drawing conclusions for improved ways of proceeding with similar projects.

Immediate implications for educational policymaking in Alberta can perhaps be thought of in terms of initial judgments that were and can be made for the adequacy of the product that emerged from the Committee for Rewriting the School Act. Although no specific conceptual model was followed in the development of the Act, the project proceeded on the basis of accumulative experience drawn from the Department of Education and participating groups. That the Act has endured with as few amendments as have been passed in subsequent years is witness to the general adequacy of the approaches that were used. This study shows that many matters were in fact not addressed but serves also to illustrate that the implicit following of the incremental model, which seems best to describe what in fact took place, is workable. This is not to say that continued reliance on incrementalism is sufficient, but does imply that a certain degree of adequacy of product seems to be achieved when the implicit considerations that were made by the Committee are followed.

Sub-problem 2(m) was concerned with future implications of the study. Relative to the policy sciences, the implication seems clear that policy identification is an integral part of the policy sciences. As discussed in Chapter 2, the first step to analyzing impacts of policy change is to clearly identify those implicit policies that in fact guide the operations of the organization. Only after this has been done can an observer begin the processes that are commonly ascribed to the field of policy sciences. In that event, prospective policy development can proceed with the knowledge that current patterns of activity will have been translated into more formalized policy statements. When this has occurred, generation of new policies tends to run less risk of being nullified by ongoing activities that may not have been established as the result of formal policymaking but which are so ingrained in operations that change becomes at best problematical.

Insight gained into the many omissions from what policy scientists consider to be adequate policymaking that characterized the writing of the School Act suggests that future legislative action be preceded by activity more congruent with the models presented in this study. The implication that greater knowledge in and of the policy sciences can contribute to more thorough determination of policy issues in the future seems to emerge.

This study seems to suggest that the systems approach as represented by Amara, the contextual mapping concept developed by Lasswell, and the synthesis of models under the systems framework developed in Chapter 2 have relevance both as analytical tools and directives for future action in the field of educational policymaking. It would seem to be useful to suggest that more effort be expended in acquainting government officials with these concepts in the hope that wider understanding of the conceptualizations mentioned will have significant impacts on future policymaking activities.

This study has additional relevance for policymakers in Alberta. Should the Department undertake to construct a contextual map of the social environment in which public education operates in the province, there would be on record the basis on which many policy decisions could be made. Constructing such a contextual map would be expensive but may prove to be beneficial if policymaking in education is improved as a result. Another implication of the study for policymaking in Alberta is the accent on prospective policymaking that the study explicates. Significant improvement in current operations could result if the steps toward improved prospective policymaking that are described were to be operationalized.

Looking at the implications that have been drawn from the study, the concept of a specific structure within the Department of Education and possibly within the Government where the mandate would be to serve diverse policy needs of government generally seems also to be implied. A structure has been developed in the nation of Israel that, if adapted to the Alberta scene, might offer improvements in government policy decisions that could prove to be worthwhile (Dror, 1971b).

Suggestions for Further Study

The analysis of an experience in writing legislation which is seen as a manifestation of emerging policy which this study reports suggests the need for additional studies to be undertaken which would further explore the relationships that may be in operation between actual policymaking processes being used and those processes which are suggested in the literature. Such replication using other case studies would provide conformation, modification, or refutation for the conclusions and implications with their attendant recommendations that can be extracted from this study. It would form additional data and information that could contribute toward refinement of the concepts of policy sciences that are central to this study. Should confirmation of the viewpoints expressed in this study be found through such additional studies, judgments about the relative merits of the recommendation that policymaking structures can be created to guide policymaking in education in Alberta would be facilitated.

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APPENDIX A

SAMPLE LETTER TO PARTICIPANTS IN THE POLICY IDENTIFICATION ACTIVITY

6608 - 92 A Avenue
Edmonton, Alberta
May 17, 1973

Dr. H. T. Sparby
7626 - 118 Street
Edmonton, Alberta

Dear Dr. Sparby:

My thesis committee has approved a proposal to conduct a study entitled, "The School Act, 1970: A Case Study of Public Policy-making in Education." As a part of the study, it is intended that five major issues addressed by the Committee for Rewriting the School Act be identified. Since you were closely associated with the rewriting of the Act, your pespectives are most valid and your willingness to assist in specifying policy issues is appreciated.

The definition of policy being used in the study is as follows: a major guideline for future discretionary action. It is generalized, philosophically based, and implies an intention and pattern for doing. To make the concept more concrete, one might think of a policy statement as an official communique from the Minister authorizing in broad terms the directions and bounds of future actions about which his senior officials could exercise some discretion.

To identify five major policy areas addressed in the Act then, the task can be focused by visualizing a directive from the Minister which in general terms authorizes the directions to be taken in writing the Act. As you may recall, there was in fact no such directive received by the Committee. This is not unusual, however, for policy development in government often seems to follow an incremental approach, arising out of ongoing practice more frequently than it is the result of prior directional decisions.

To help you remember the issues, a memorandum to Dr. Byrne from myself, dated October 2, 1969 is appended along with a portion of Dr. Byrne's address to the 1970 C.E.A. Convention dealing with the politics of education. A copy of the School Act as it was proclaimed on August 1, 1970 is also included with this material. From these sources and your personal perceptions of the intent of the government in 1969-70, it would be appreciated if you would attempt to write a directive addressing five of the major issues dealt with by the Committee, which if it had in fact been written, would have been the policy statement guiding the writing of the Act.

As a preliminary suggestion for possible areas to include, the following might be of assistance. From my point of view I can imagine that the Minister may have written something such as this:

To the Committee for Rewriting the School Act.

Write an Act which emphasizes:

A. Brevity, clarity, and generality - eliminate redundancy, contradiction, and anachronisms;

B. The rights of individuals by protecting rights to religious instruction and the language of instruction, allowing the right to appeal decisions, allowing all residents equal reights to vote and hold office, allowing citizens open access to the board, and protecting minority interests;

C. A balance between local autonomy and necessary government control, leaning toward local autonomy within necessary constraints;

D. The neogtiation process between teachers and boards for resolving decisions affecting local school operation; and,

E. Separate School integrity without jeopardizing the rights of persons who are and who are not mentioned in Section 93 of the B.N.A. Act.

....
The Minister

Would you please rewrite, amend, or redraft the above, or write an entirely different policy statement which identifies five major policy issues and forward it to me as soon as possible. I will consolidate results of all statements received and recycle them back to you using a Delphi-like technique until general agreement on policy areas seems to emerge.

Thank you for your assistance.

Sincerely,

Bryant L. Stringham

APPENDIX B

MEMORANDUM FROM B. L. STRINGHAM TO DR. BYRNE, OCTOBER 2, 1969

B. L. Stringham, Chairman
Committee for the
Rewriting of the School Act

Dr. T. C. Byrne October 2, 1969
Deputy Minister
of Education

The Minister has suggested that some consultation should precede public comment by Department personnel in forthcoming conferences and speaking engagements regarding the proposed new School Act.

Accordingly the following outline of topics has been prepared which would, if they meet with official approval, become the basis of presentations concerning the new legislation.

1. Need for a new Act.

   Historical, developmental composition of the existing Act. Requests by A.S.T.A., The Department of Education and others over several years.

2. Committee appointed January, 1969.

   B. L. Stringham - Chairman - Department of Education
   A. B. Wetter - Department of Education
   Dr. D. A. MacKay - University of Alberta replacing Dr. H. T. Sparby
   Dr. Gerrard - Alberta School Trustees' Association, also W. Schmidt
   R. D. Gruenwald - Alberta School Trustees' Association
   H. A. Doherty - Alberta Teachers' Association
   W. L. Hughes - Edmonton District Representative - A.T.A.
   S. T. Rusak - Alberta Catholic School Trustees' Association
   Dr. E. G. Mardon - Alberta Federation of Home and School Associations
   Les Young - Alberta School Trustees' Association Observer
   L. G. Hall - ex officio

3. Principles to guide the work of writing.

   The following were debated and accepted with certain reservations:

   From the Hall-Dennis report the opening statement was representative of the kind of philosophy preferred.

> "The underlying aim of education is to further man's unending search for truth. Once he possesses the means to truth, all else is within his grasp. Wisdom and understanding, sensitivity, compassion, and responsibility, as well as intellectual honesty and personal integrity, will be his guide in adolescence and his companion in maturity."

Points 1 and 2 of Article 26 of the Universal Declaration of Human Rights of the United Nations were accepted:

"1. Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be made generally available and higher education shall be equally accessible to all on the basis of merit."

"2. Education shall be directed to the full development of the human personality and to the strengthening of respect for human rights and fundamental freedoms. It shall promote understanding, tolerance and friendships among all nations, social or religious groups, and shall further the activities of the United Nations for the maintenance of peace."

It was agreed that local control of schools is desirable if "local" means locally elected officials in an economically sound, administratively efficient, and educationally adequate district.

It was understood that Provincial Legislatures have legal responsibility for education in the Province under the authority granted the Province in the B.N.A. Act.

Acceptance of separate school legislation was indicated, again in conformity with the provisions of the B.N.A. Act.

With the usual reservations with respect to federal control, it was felt that federal participation in education is desirable.

It was agreed that responsible freedom of the individual is to be maintained.

It was agreed that no single philosophic position as enunciated by educational philosophers would be accepted wholly but that an eclectic approach would be recognized, the elements of which will be subject to continuous review.

It was felt that ideally provision should be made for the legislative, executive and judicial functions of government at all levels of school administration.

The pluralistic nature of Canadian society was recognized and accepted.

The Committee proposed to produce a minimum document, reflecting permissive policies with a minimum of prescriptive sections on the premise that the least legislation is the best legislation. The draft would attempt to reflect current preferences but would anticipate change in the future and thus de-emphasize or eliminate certain restrictive provisions.

Considerable discussion took place respecting other and more controversial principles. Recognition of conflicting viewpoints among various interest groups has revealed areas where the current legislation, although not fully satisfactory will likely prevail on purely pragmatic grounds.

4. Approximately 100 briefs dealing with many aspects of legislation were received. Some were not germane to the work of the Committee because they dealt with curriculum and finance. They were referred to other committees.

5. Nature of preliminary drafts.

Certain working papers received wide circulation. The committee proposals are substantially revised versions of first efforts.

6. Committee revisions.

In 10 full day meetings.

Where agreement existed, that policy was adopted.

In some cases, the majority opinion prevailed.

Where agreement and compromise seemed impossible, a chairman's decision was included to receive public evaluation.

7. Committee proposals issued August 18, 1969.

8. List of major changes attached.

9. Subsequent suggestions for change.

(a) Reinstate use of Oaths of Office.
(b) Provide for annual meetings.
(c) Eliminate the study of potential economic and educational adequacy prior to establishment of a separate school.
(d) Eliminate dissolution of a separate school when the supporters thereof become the majority of all electors within the geographic boundaries of the district.
(e) Introduce a section providing for the appointment of ad hoc advisory committees to boards.
(f) Introduce the concept of a regional district.
(g) Clarify section 95.
(h) Provide for a one man Board of Reference.
(i) Re-examine provisions dealing with:
    (i) instruction in the French language
    (ii) instruction in religion
    (iii) conveyance.

10. Summary of public reaction to date.

Generally favourable.

Some thought by some separate school supporters that guaranteed rights to separate schools are endangered.

Strong support for elimination of special rights of proprietary electors.

Request for extensive legislation regarding children in need of special education.

Some private schools wish a change in status and grants.

Greater autonomy for city boards respecting buildings has been welcomed and challenged.

Compulsory local employment of superintendent is a sensitive issue.

Teacher-trustees supported and questioned.

Some wish to see legislated duties of teachers.

Sections on medical inspection of pupils is questioned.

School entering and leaving age is being questioned.

11. Procedures to be followed prior to opening of the Legislative Assembly.

Legislative Counsel is preparing a bill.

Public reaction is being appraised and recommendations for change are being considered by the Department.

Results of coming conferences may suggest other changes.

Bill should be prepared by February 1st.

B. L. Stringham

BLS:gn
Att'd.

APPENDIX C

LIST OF MAJOR CHANGES IN LEGISLATION PROPOSED IN THE REPORT OF THE COMMITTEE FOR REWRITING THE SCHOOL ACT

MAJOR CHANGES

1. A new organization based on Municipal Government Act consisting of 8 Parts:

Part 1	Interpretation
Part 2	Formation, Alternation and Dissolution of Districts and Divisions
Part 3	The Board
Part 4	Powers and Duties of Boards and Employees
Part 5	Property
Part 6	Finance
Part 7	Pupils and Schools
Part 8	Legal Proceedings

2. Reduced the content considerably. Just as The Department of Education Act gives broad guidelines for the operation of the Department and lists general powers and duties of the Minister, so the new Act will establish general provisions under which the boards may regulate themselves.

3. Disestablishes divisional district boards and boards of a centralized school district.

4. Does not provide for establishment of consolidated districts or regional High School Districts.

5. Places all elections and polls under The Municipal Elections Act.

6. Enables all resident voters to vote on by-laws.

7. Changes procedural matters relative to establishment of separate school districts.

8. Allows the Minister to declare an Indian Reserve as a school district for purposes of representation on a board.

9. Eliminates repetition of provisions for different types of districts. Procedures are virtually uniform in all districts and divisions.

10. Removes appointment of O.T. from the Act. Plan to include O.T. in The Department of Education Act.

11. Provides for only 7 trustees in any district.

12. Trustees elected only every 3 years.

13. Qualification and disqualification of trustees made more uniform with Municipal counsellors.

14. Removes the taking of oaths of office.

15. Powers and duties of boards made very general -- much detail omitted.

16. Employment of Superintendent made mandatory.

17. Teacher -- board relations altered.
Written or present contract.
Retained rights to bargain under The Labour Act.
Acting designations broadened.
Termination of contract and designation made uniform.
Probationary period extended.
Tenure partially portable.
Retain Board of Reference.
New section on payment of teachers.
Change substitute teacher section.
Omit temporary teacher provision.
Change suspension of teacher.

18. Power of Minister re: sites and buildings expanded.

19. Replaces School Buildings Act by Section 112.

20. Enables greater use of relocatable schools.

21. Allows urban boards a measure of autonomy in building schools (remnant of Accredited School Districts Act).

22. Department involvement in buildings - ends at approval of tenders. Contracts are left to boards.

23. Debenture Borrowing sections conform to practice of Local Authorities Board.

24. Introduces a debenture register.

25. All surplus debenture funds must be used for capital projects.

26. Retains School Foundation Program Fund without alteration.

27. Eliminates most of the detail regarding the operation of schools and instruction.

28. Enables petitioners to demand a plebiscite on initiation or discontinuance of French or religious instruction in any school in place of the current sections 42 and 391.

29. Changes provisions re: Patriotic Instruction and exemptions.

30. Eliminates specific reference to Kindergarten and Adult Education.

31. Enables legal work-experience programs to exist apart from the sufferance of the Board of Industrial Relations and the Workmens' Compensation Board.

32. Alters sections on conveyance and maintenance.

33. Changes sections on tuition fees.

34. Changes school year, days.

35. Redefines vacations and holidays.

36. Changes compulsory attendance to ages 6 - 15 years.

37. Eliminates 400 g.

38. Changes enforcement of compulsory attendance.

39. Places Chief Attendance Officer under The Department of Education Act.

40. Simplifies procedure in prosecuting violations of compulsory attendance laws.

41. Makes penalty sections general.

42. Increases amount of penalties.

43. Places community recreation and library services as permissive powers of the Board.

44. Eliminates Annual Meetings.

45. Suggests a general provision in The Department of Education Act to encompass all of present Grants Act.

46. Removes appeal by municipality to Local Authorities Board re: requisitions.

APPENDIX D

LETTER FROM L. G. YOUNG TO B. L. STRINGHAM, JUNE 25, 1973

503 Legislative Building,
Edmonton, Alberta.
T5K 2B6

June 25, 1973

Mr. Bryant L. Stringham,
6608 - 92A Avenue,
Edmonton, Alberta.

Dear Bryant:

Attached please find the possible directive which you requested of me some weeks' ago. My apologies for the delay in responding to your request.

You will observe that I have departed somewhat from the outline which you proposed. My differences with your draft are predicated on three matters. The first is my experience in the Legislature with the nature of the authority which a Minister would normally delegate, and the manner of that delegation. This may not be a fair experience to apply, inasmuch as the Ministers of the present government may be inclined to proceed slightly differently from those of the former. Second, and least significant, is my preference for a slight difference in wording. I doubt that it reflects any difference in terms of the substance of the matters. Thirdly, with particular reference to substance, you will note that I have deliberately worded the instructions as to indicate some definite limits with respect to the debate concerning the right to separate schools, the Committee's responsibility with respect to the financing of education, and also with respect to labour relations. I am not sure that any Minister would draft such limitations, but in fact, it was my belief that they were in existence, if unwritten.

The only other change of substance is the stress on the educational opportunity and the right of students. I think a "political" statement would definitely include such a reference.

This has been prepared rather hastily, and has not been re-read since typing. In the event that you have questions because of the poor grammatical construction, or for other reasons, feel free to phone.

Yours very truly,

Les G. Young, M.L.A.
Edmonton - Jasper Place

LGY:mva
Enc.

SUGGESTED MINISTERIAL DIRECTIVE - PER BRYANT STRINGHAM REQUEST

To: The Committee for Re-Writing The School Act

Prepare a draft Act, having regard to the following:

(a) The desirability to simplify, update and modernize the existing School Act, while respecting the provisions of the British North America Act.

(b) The right of all students to an adequate educational opportunity; the nature and definition of that basic right, the responsibility of students, parents, school boards, teachers and the provincial government to fulfill that obligation.

(c) The traditional and accepted rights and privileges of individuals with particular reference to religious instruction, language of instruction, appeal of decisions, voting and enjoyment of office, access to school board and other decisions in the public interest, protection of minority interest.

(d) Present government policy, with respect particularly to labour relations and the financing of education.

(e) The implications for the organization and operation of an educational system, arising out of the evolution of our society. Among the major implications for consideration are those of the relative responsibility and authority for decision of educational agencies, institutions, and organizations; the possibility of more economic and efficient educational organization; the maximum opportunity for participation of students and parents. Of particular interest to the committee will be the relatively recent evolution in modern, educational facilities, services and techniques; the wide range in population served by individual schools and individual school districts, the progress in teacher education and preparation, the growth of professional school board administration, and the development of community resources which either supplement the educational opportunities, or bear directly on factors which influence the opportunity for learning.

APPENDIX E

LETTER FROM H. T. SPARBY TO
B. L. STRINGHAM, JUNE 5, 1973

7268 - 118 Street
Edmonton, Alberta
June 5, 1973.

Dear Bryant:

I am sorry for the delay in replying to your letter of May 17, but a number of unexpected events since your 'phone call have prevented me until recently from giving your request the attention that it deserved. Your thesis topic sounds very interesting, and I am happy to be of any service that I can in furthering the study.

Needless to say I find myself a bit "rusty" on both the policies and the procedures that we tried to follow in re-writing the School Act, not only because it is four years since I was on the Committee, but also because I have had no occasion to think about the matter since then. However, the materials that you sent me with your letter were helpful in bringing some of the ideas back again.

It seems to me that the "preliminary suggestion for possible areas" given in your letter are very good--at least I find myself in agreement with them--so the best that I have been able to do is attempt some rewriting of these. Here is my draft:

A. COMPREHENSIBILITY OF ACT The wording of the Act should be both exact and concise. Eliminate from the present Act all contradictions, anachronisms and obsolete provisions.

B. INDIVIDUAL RIGHTS Freedom with responsibility for individuals to make choices in appropriate areas should be provided for; also the right to appeal unfavorable decisions.

C. LOCAL CONTROL The role of local school authorities should be enhanced and clarified. Only essential Provincial Government controls should be retained.

D. SCHOOL BOARD-EMPLOYEE NEGOTIATIONS Areas for negotiation between school boards and their employees should be expanded, and negotiation procedures clarified.

E. SEPARATE SCHOOLS Constitutional rights regarding separate schools, as stated in The Alberta Act, 1905, should be retained.

Best wishes for success in your study.

Yours sincerely,

H. T. Sparby

APPENDIX F

LETTER FROM T. C. BYRNE TO
B. L. STRINGHAM, MAY 29, 1973

May 29, 1973.

Mr. Bryant L. Stringham,
6608 - 92A Avenue,
Edmonton, Alberta.

Dear Bryant:

While not completely clear on my assignment, I have concluded that I am to pretend to be the Minister and to prepare a memo to the Deputy indicating the tasks to be undertaken with respect to the revision of The School Act.

I cannot, at this time, improve on the statement of objectives contained in the paper I delivered at the C.E.A. These are they:

1. To eliminate through consolidation, transfers of responsibility, and withdrawals, many of the sections in The School Act that had been developed in response to specific issues over a period of years.

2. To rewrite legislation with a view to improving its clarity by removing wordy legalistic sections.

3. To transfer many items of decision-making from the rigidity of legislative enactment to the flexibility of local administration.

4. To enhance the role of local school authorities through more independence in decision-making.

5. To commit a greater number of decisions affecting local school operation to the negotiating process between school boards and their staff.

Yours sincerely,

T. C. Byrne,
President,

TCB/1b

APPENDIX G

PRESENTATION TO TRUSTEES SEMINAR AND SECRETARIES' SHORT COURSE

BANFF, JUNE, 1970

Banff, June, 1970

DECISIONS CONSEQUENTIAL TO THE PASSING OF BILL 35

The material that I shall present today is the result of discussions with many persons and boards over the past several months. Some of it was discussed in Edmonton at the Trustees Seminar. It has been the subject of debate at both Superintendent and Trustee Zone meetings and has been presented to a few individual boards. Nevertheless, the nature of the immediate decisions facing boards now that the Act is printed and proclaimed for August 1, makes this repetition seem desirable. Following the formal presentation, you may wish to discuss certain points raised in greater detail.

Copies of the Act will be sent to Secretary-Treasurers and Superintendents in the near future. Additional copies can now be secured from the Queen's Printer at a cost of $.70.

Two matters relative to the new Act have arisen recently that we should all be aware of. viz. a letter to Branch Bank Managers of a certain chartered Bank and the recently announced A.T.A. position respecting conditions of employment.

One bank has circulated its managers suggesting that borrowing for current purposes be cut off prior to August 1 on the grounds that changes in the new Act prevent boards from charging their revenues to secure borrowings. They also suggest that their legal advisors are doubtful that the Board of Trustees will have the power to make a promissory note.

The letter has been examined by managers of two rival banks who have suggested that if the bank in question does not wish to handle school acounts, they will be glad to obtain the additional business. May we suggest that you check with your bank to see if any threat to your borrowing power is anticipated. It is our opinion that the new Act is sufficiently clear about the boards' status as a corporation that no legal question of borrowing power can succeed. This does not mean, however, that unrestrained borrowing can proceed. Ministerial approval of current borrowings is not provided-so boards will have to maintain financial stability or credit may be restrained.

The A.T.A. has recently announced that they consider school opening date, school year, and several related matters to be conditions of employment. If boards agree to include all such matters in collective agreements, they will all in fact for that jurisdiction, be conditions of employment. But it must be recognized the contents of a collective agreement are arrived at by the process of collective bargaining and that in the opinion of the Board of Industrial Relations, certain matters which employees may wish to negotiate, may be considered as the employers' prerogative. Whatever the outcome of unilateral declarations by either boards or teachers may be it seems essential that consultation between parties must proceed if chaos is to be

D

avoided.

Local boards as of August 1 become Local Advisory Boards and retain essentially the same power as at present. There is no need to re-establish them - Section 175 does that automatically. But before you proceed with establishment of new Local Advisory Boards, you will want to become very familiar with Section 5. Under this section a group of concerned citizens can obtain official access to the board without the formality required to establish a local Advisory Board. This may prove to be a useful way to deal with local interest groups.

Section 24 of the Act provides for the establishment of Regional Districts. No longer are the purposes restricted to High School - Vocational Services as they were in the existing Act.

Section 90 introduces a new type of committee which a board may form to jointly construct and operate any venture with another board, municipality or corporation. This may pave the way for board cooperation with private developers in providing central city school accommodation. One agreement under this section is now beginning to be effective in the Bonnyville area.

Bill 104, An Act Respecting School Elections was passed without amendment. There are a number of changes under this Act that will ultimately affect all of us. Dates for elections, by 1974 will be identical with those in municipalities. You will be able to conduct elections using essentially the same voters' list and same returning officer and clerks. The major difference is that proprietary electors will have no special status for any school plebiscite or election but all resident electors will be qualified to cast ballots on all school matters. Forms to use with the new Act are now prepared and will shortly be published in the Alberta Gazette.

Now, what other decisions need to be made at an early date?

As was discussed earlier, section 139 wherein the board shall do certain things must be acted on in the near future or school will not reopen.

(1) A board shall

(a) specify the school opening date,
(b) specify the number and the days of school operation,
(c) specify the length of the school day and the number of minutes of school operation, and
(d) specify the number of minutes of classroom instruction and the number and length of recesses.

(2) A board shall specify the vacation periods in a school year but

(a) the minimum Christmas vacation shall extend from December 24 to January 2, inclusive, and

(b) there shall be provided one school vacation of at least four consecutive weeks' duration during a school year.

(3) A board in its discretion may declare one day a month to be a school holiday.

(4) A holiday declared by a municipality does not apply to a school within the municipality unless the board declares it to apply.

Both the A.S.T.A. and A.T.A. have given their advice in this matter:

Be careful to note the difference between vacations and holidays. Statutory holidays are listed in the interpretation Act and include-

(k) "holiday" includes

- (i) every Sunday, New Year's Day, Good Friday, Easter Monday, and Victoria Day,
- (ii) the birthday or the day fixed by proclamation for the celebration of the birthday of the reigning sovereign,
- (iii) Dominion Day, Labour Day, Remembrance Day, and Christmas Day,
- (iv) the 26th day of December or when such day falls on a Sunday or a Monday, then the 27th day of December,
- (v) any day appointed by proclamation of the Governor General in Council or by proclamation of the Lieutenant Governor in Council for a public holiday or for a day of fast or thanksgiving or as a day of mourning, and
- (vi) with reference to any particular part of the Province such day in each year as may by proclamation of the Lieutenant Governor in Council, be appointed as a public holiday for that part of the Province for the planting of forest or other trees;

Saturday is not a holiday, but when the board specifies the days of school operation, they need not specify Saturdays unless they wish to do so, and are willing to suffer the consequences of that action.

No "Easter Holiday" is specified other than Good Friday and Easter Monday. The board can declare the Tuesday following as a holiday if they have not declared any other day in that month as a holiday. The only way a board can effect an "Easter Holiday" then is to declare an "Easter vacation". In that case, the four days following Easter Monday are not counted as days of school operation as they would if those days were declared "holidays" instead of vacations.

Probably the most crucial decision that every board will now be making from time to time is the selection of a Superintendent. Who will he be? Will you make him chief executive officer? Will you delegate power to him? What type of contract will you offer him? Will you hire a female superintendent?

I would refer you to continuing articles in the American School Board Journal to support the thesis that the most essential duty devolving upon trustees is in the selection of a superintendent. A wrong first choice will handicap your district immediately, even if it saves a few dollars for a few months and will seriously jeopardize the field from which subsequent selections can be made. The time and money spent on proper selection will be justified in the type of administration that will proceed under the superintendent you hire.

The next most pressing need, in my opinion, will be for sound decisions concerning the implementation of section 65(3)(d) wherein the board is required to make rules for the administration, management, and operation of schools, etc. Probably this whole Conference could be devoted to this important matter of policy formation. One board in the Province considers it of sufficient import that a special consultant has been retained to guide the board in this activity. Where a board formerly was able to drift with policies existent only in the minds of trustees, now they must be written and communicated. Each board must decide what policy is - they must define the term for themselves. Then they must decide how they will formulate the matters that they decided should be policy. Will this activity be delegated? Will research into existing literature be examined or will the matter be ignored? Should the board copy another boards procedure, or should the A.S.T.A. supply all the answers?

May I suggest that you consider for your definition of policy the statement attributed to Davies & Brickell, (whose work you may wish to read) that policy is a guide to discretionary action. This assumes that the board does delegate certain powers to employees, (notably the Superintendent) who are held responsible for the exercise of that power. It ascribes to the board a role wherein trustees consider principles, generalities, and directions of movement and leave administrative detail to employees. It militates against the common notion that a trustee individually represents one geographic area of the jurisdiction and assumes that all trustees are directors of the total enterprise, each as interested in every aspect of the operation as every other. In law a trustee only has power in concert with his confreres or as delegated by board motion. When he acts as an agent individually outside of the board, without board approval, he is acting without legal power and can seriously disrupt the flow of smooth policy making that should characterize board operation. The way in which this function is approached and executed will dictate the measure of success your board will achieve under its new freedom.

There is a whole catalogue of relatively minor decisions that are needed now. Some of them follow:

1. Have you made arrangements for bonding employees? The Department is out of the bonding business as of August 1.

2. Have you decided on policy with respect to non-certificated employees - Who, How many, What type of contracts, etc.?

3. Have you checked your insurance coverage lately? Are you fully covered if negligence is proven? Are all employees fully covered for personal liability?

4. Have you examined your changing position with respect to collective bargaining? Do you know what you define as terms and conditions of employment? How far are you willing to go to prove your point?

5. Have you examined the status of all subsisting contracts? Have you legally committed yourself to retaining vice principals through the contracts now in effect?

   Have you made committments to teachers in the past which under the new Act become part of the teachers contract?

   e.g., - guaranteed a teacherage or grade level.

   What will you now do about the terms and conditions of employment which formerly were in the General Regulations of the Department of Education. These are not being re-enacted so noon-hour supervision, extra-curricular activities, etc., are no longer subject to Ministerial regulations.

   What form are new contracts taking?

   Will you attempt to reintroduce a probationary year through contracts?

   What are the dangers (if any) if you do?

6. What will be your future policy regarding vice principals?

   Are there alternative procedures that seem more reasonable to you?

7. What will be the school entrance age?

   You can admit students at any age but can only collect a grant if they are 5 1/2 on September 1 of any year.

8. Are you sure how you will proceed to dismiss a teacher under the new Act. An understanding of Section 78 and 79 is essential. Section 79 must only be used when the board has no proof that a teacher must be fired but must suspend from duties pending investigation. This must not be used if a decision has been made to fire or as a ruse to harass a teacher. The grounds for such a suspension are clear.

79. (1) Where a board has reasonable grounds for believing that

(a) a teacher has been guilty of gross misconduct neglect of duty or refusal or neglect to obey a lawful order of the board, or

(b) the prescence of a teacher is detrimental to the well being of the school for reasons of mental infirmity, the board may suspend the teacher from performance of his duties.

(2) The board shall

(a) give notice of the suspension in writing to the teacher specifying therein the reasons for the suspension, and

(b) forward a copy of the notice of suspension together with a written statement of the facts alleged to the Minister.

(3) A teacher who is suspended by a board may appeal to the Minister within 10 days after receiving the notice of suspension.

(4) The Minister shall refer the appeal to the Board of Reference who shall

(a) investigate the matter and confirm or reverse the decision of the board, and

(b) inform the board and teacher of its decision within 10 days of the conclusion of its investigation.

(5) Where a teacher is suspended pursuant to subsection (1), clause (b) the Board of Reference may require the teacher to authorize the board to terminate the contract of employment of the teacher and upon so doing the board shall be deemed to have acted reasonably.

(6) If the teacher refuses or fails to produce a certificate pursuant to subsection (5) the Board of Reference may authorize the board to terminate the contract of employment of the teacher and upon so doing the board shall be deemed to have acted reasonably.

(7) Where the Board of Reference confirms the suspension the board may terminate the suspension or terminate the contract of employment of the teacher.

(8) Where the teacher does not appeal to the Minister, the board shall make an investigation of the circumstances and may reinstate the teacher.

(9) A teacher shall be paid his salary until his contract of employment is terminated in accordance with this Act.

When the board has reason to believe that the presence of the teacher is detrimental to the well being of the school for any other reason, firing the teacher under section 78 is the proper course of action. If section 79 is to be implemented, it must be realized that every teacher can appeal. It becomes the boards duty to be sure that the "reasonableness" of the board in dismissing the teacher ultimately can be proven. As a minimum it is suggested that an inspection with report to the teacher, a period in which adjustments can be made under supervision followed by another inspection and report precede every termination. Witnesses should be available. All communications should be documented. Under such circumstances, the reasonableness of the boards' action can probably be established before the Board of Reference or the Courts.

After the termination, an immediate suspension can also be effected if it is considered necessary.

10. What provision will the board make for enforcement of compulsory attendance? The power can be delegated to the boards' nominee.

11. Who will have power to effect emergency closure of the schools?

12. What tuition fees will be set?

    What does "net average local cost per pupil" of maintaining the program mean in your district in terms of dollars?

    Will the Minister, in case of a dispute agree with you or the other disputant?

13. Have you structured religious and patriotic exercises for your schools? Should teachers be consulted on this matter?

14. Will you initiate work experience programs immediately or delay this activity?

These are a few of the early decisions boards are now exploring. Others will become apparent as study of the Act continues. Forms and Regulations under the School Act, the School Election Act, and the Department of Education Act are nearing completion and will soon be published in the Alberta Gazette. Examination of these will generate more questions. The answers will be unique to each jurisdiction and in their diversity will begin the road to increased local autonomy that the whole thrust behind rewriting the School Act was designed to encourage.